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PROCEEDINGS

AT THE ANNUAL MEETING OF

The National Civil Service Reform League

HELD AT

BOSTON, MASS., DEC. 11 AND 12, 1913

WITH THE REPORTS AND PAPERS READ

AND OTHER MATTERS.

PUBLISHED FOR THE
NATIONAL CIVIL SERVICE REFORM LEAGUE
79 WALL STREET
NEW YORK

1913

Publications of the National Civil Service Reform League

Proceedings at the Annual Meetings of the National Civil Service Reform League, 1894 to 1913, inclusive, (excepting 1895 and 1898, out of print).

A Review of the Year. By Carl Schurz. (Address of 1895.)

Renewed Struggles. By Carl Schurz. (Address of 1899.)

Some Object Lessons. By Carl Schurz. (Address of 1903.)

Can We Trust Our Army to Spillmen? By Charles J. Bonaparte. (1898.)

Results of Recent Agitation of Consular Service—Their Value—What Next? By Jonathan A. Lane. (1895.)

An Open Letter to Hon. C. H. Grosvenor, in reply to recent attacks on the Civil Service Law and Rules. By George McAneny. (1897.)

The Need and Best Means for Providing a Competent and Stable Civil Service for Our New Dependencies. By Dorman B. Eaton. (1898.)

The Choice of Correct Methods in the Administration of American Dependencies. By Elliot H. Goodwin. (1900.)

Four Reports. Prepared by the Investigating Committee of the National Civil Service Reform League. (1901.)

Superannuation in the Civil Service. Reports of Special Committees. (1901, 1906, 1907, 1909, 1910 and 1911.)

Withdrawals from the Civil Service. Report of a Special Committee of the League. (1905.)

The Situation in Porto Rico. Report of the Committee on the Civil Service in Dependencies. (1902.)

Governor Hughes on Civil Service Reform. Address of Governor Charles H. Hughes, of New York, at the Annual Meeting of the League. (1907.)

The Business Value of Civil Service Reform. (Third Revised Edition.) (1913.)

Activity of Federal Office Holders in Politics. Report of a Special Committee of the League. (1909.)

The Fundamental Reform. By President Charles W. Eliot. (Address of 1909.)

Things Won and Greater Things Not Yet Won. By President Charles W. Eliot. (Address of 1910.)

Promotions in the Civil Service. Report of a Special Committee of the League. (1910.)

Politics vs. the Administration of Justice. By Hon. Winfred T. Denison. (1910.)

Coal-Hed Politics. By Hon. Winfred T. Denison. (1911.)

The Relation of Organized Labor to Civil Service Reform. By Hon. Samuel B. Donnelly. (1911.)

Civil Service Reform and Popular Government. By President Charles W. Eliot. (Address of 1911.)

Draft of a Civil Service Law for Cities. Prepared by a Special Committee of the League. (1912.)

The Merit System and the New Democratic Party. By President Charles W. Eliot. (Address of 1912.)

Address. (1913.) By President Charles W. Eliot.

The Merit System in Road Management. By Logan W. Page. (1913.)

The Choice of Municipal Experts Through Competitive Examinations in Philadelphia. By Hon. Lewis H. Van Dusen. (1913.)

Preliminary Report of the Special Committee on Removals in the Civil Service. (1913.)

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PRESS OF
GEORGE G. PECK
117 CHAMBERS STREET
NEW YORK

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ANNUAL MEETING

OF THE

NATIONAL CIVIL SERVICE REFORM LEAGUE.

DECEMBER 11 AND 12, 1913.

PURSUANT to a call duly issued, the Thirty-third Annual Meeting of the National Civil Service Reform League was held at Boston, Mass., the 11th and 12th of December, 1913. The following delegates from Civil Service Reform Associations and Auxiliaries were in attendance during the several sessions:

BUFFALO: Henry W. Sprague, Ansley Wilcox.

CHICAGO AND ILLINOIS: Samuel Dauchy.

CONNECTICUT: William A. Aiken, John C. Brinsmade, Charles G. Morris.

INDIANA: Joseph J. Daniels.

MARYLAND: Charles J. Bonaparte.

MARYLAND AUXILIARY: Mrs. E. Linden Mellus.

MASSACHUSETTS: Arthur H. Brooks, Richard H. Dana, Charles W. Eliot, Howard R. Guild, Theodore Hoague, Archibald M. Howe, G. Harvey Hull, William V. Kellen, James J. Myers, Samuel Y. Nash, Grenville H. Norcross, William Simes, Morrill Wyman, Jr.

MASSACHUSETTS AUXILIARY: Mrs. Richard C. Cabot, Mrs. Helen G. Gillman, Mrs. Lucia Ames Mead, Miss Marian C. Nichols, Miss Elizabeth C. Putnam, Miss Helen L. Reed, Mrs. A. S. Parker Weeks.

NEW JERSEY: Frederick N. Willson.

NEW YORK: Robt. W. Belcher, Roscoe C. E. Brown, Elliot H. Goodwin, Henry W. Hardon, George T. Keyes, William G. Low, Harry S. Ludlow, Harry W. Marsh, Samuel H. Ordway, Nelson S. Spencer, Hamilton B. Tompkins, Everett P. Wheeler.

NEW YORK AUXILIARY: Mrs. Everett P. Wheeler.

PENNSYLVANIA: Albert Smith Faught, R. Francis Wood, Clinton Rogers Woodruff.

In response to invitations issued by the League to

municipal reform associations and other bodies interested in the reform of the civil service, delegates were present from such organizations as follows:

BUFFALO CHAMBER OF COMMERCE: Ansley Wilcox.

CHAMBER OF COMMERCE OF THE UNITED STATES OF AMERICA: Elliot H. Goodwin.

COOK COUNTY CIVIL SERVICE COMMISSION: Robert Catherwood.

MASSACHUSETTS CIVIL SERVICE COMMISSION: Elmer L. Curtis, Garrett H. Droppers, J. J. O'Reilly.

PHILADELPHIA CIVIL SERVICE COMMISSION: Lewis H. Van Dusen.

PORTO RICAN CIVIL SERVICE COMMISSION: Edmund Enright.

RUSKIN CLUB OF BOSTON: Miss Lilla E. Kelley.

THE NATIONAL SHORT BALLOT ORGANIZATION: H. S. Gilbertson.

UNITED STATES CIVIL SERVICE COMMISSION: Hermon W. Craven, John T. Doyle, Charles M. Galloway, Edmund C. Stebbins.

MEETINGS OF THE LEAGUE.

The headquarters of the League during the meeting were at the Hotel Vendome, corner of Commonwealth avenue and Dartmouth street, Boston. The proceedings at the sessions of the League, commencing on the morning of December 11, were as follows:

FIRST SESSION

Hotel Vendome,

Thursday morning, December 11.

THE League convened at 11:00 a. m. President Eliot presided.

The minutes of the last Annual Meeting having been printed and distributed, their reading was omitted.

Mr. Henry W. Hardon read the report of the Council.¹

The following reports from Auxiliaries and Associations composing the League were then read:

Miss Marian C. Nichols submitted the report from the Women's Auxiliary of Massachusetts:

In 1901 when the National League last met in Boston the Massachusetts Auxiliary was in its infancy—not having completed its first year. At that time the Auxiliary numbered about 500 members; during the twelve intervening years it has more than doubled its enrollment, having attained a membership of 1150. Since our last report to the League we have lost 11 members by death and 28 by resignation, and have gained 120 new members. The increase is largely due to a meeting of the Boston Sewing Circle League, addressed by Mrs. R. C. Cabot and Mr. Charles Warren, which brought us nearly 40 new members, to the Milton Branch which made a gain of 45 members, and to the exertions of other of our Branches, especially those in Cambridge, Dedham, Springfield and Worcester.

In 1901 our first secretary, Miss Elizabeth Foster, conceived the ideal that every school child in the United

Printed in full ¹ at page 57.

States should be grounded in the principles of civil service reform. In that year 6000 copies of Mr. Edward Cary's pamphlet "The Merit System—The Spoils System" were distributed to schools. Since that date we have sent out between three and four hundred thousand pamphlets for use in schools and colleges scattered in every state and have brought our total distribution of pamphlets up to 570,000. Within the past year 35,541 pamphlets have been issued to 663 high and grammar schools and an additional 9565 pamphlets for general use make a total output for the year of over 45,000. Last winter the Cambridge Branch ordered 1600 pamphlets to place in 22 schools and recently we have received requests for 2400 copies each of Miss Cary's "Primer" and Mr. Foxcroft's "Civil Service Tests" from 22 schools in Boston; 2500 copies of these two pamphlets were sent last spring for 50 schools in Cincinnati and we have lately received a request from Cleveland for copies of the "Primer" to be used by the 10,500 pupils in the seventh and eighth grades.

Frequent applications are received for material on special phases of the merit system to aid in the preparation of club papers or school essays. In many cases these come from boys and girls in schools where competitions are held for our bronze medal. In 1913 medals were offered by our Branches in Brookline, Dedham, Springfield and Worcester as well by several of the Women's Clubs in Massachusetts. As a result of the Worcester competition between two and three hundred essays were written by pupils in the three high schools. The total number of medals awarded for the best essay on the merit system now exceeds one hundred. Another method of reaching the schools is by lectures and illustrated talks for teachers and pupils. Last January we arranged for Hon. William Dudley Foulke and President Eliot to address the students of the Boston Normal School. The Waltham and Worcester Branches asked Miss Anna Murphy, principal of a Framingham grammar school, to speak at meetings for teachers on the excellent work that she is doing with her pupils by her lessons on good citizenship; the Cambridge Branch held

a conference for teachers and arranged also for them to hear Mrs. Cabot and to see our lantern slides. The secretary gave a talk at two of the Dedham grammar schools and showed the lantern slides to schools in Boston, Dedham and Milton and at a meeting for younger boys in the Newton Young Men's Christian Association. At the Franklin Grammar School in Boston the slides were shown in connection with a series of talks on vocational opportunities. There is a growing demand for information on the opportunities in the civil service and the requisite preparation. To meet this need in relation to appointments in the Massachusetts Civil Service the Efficiency Committee of the Boston Branch of the Association of Collegiate Alumnae is preparing a list of state positions held by women, together with data as to salaries, duties and special requirements. As the secretary is serving on the sub-committee in charge of this work, the Auxiliary is helping in its preparation and plans to co-operate later in its publication.

Of great importance in our educational propaganda are the frequent meetings held by the Auxiliary and its Branches and the help given to other organizations in furnishing speakers. Prof. Adam Shortt was the speaker at our annual meeting. Mr. Dana and Mrs. Cabot were the speakers at the autumn conference of the Civil Service Reform Committee of the State Federation of Women's Clubs. The Cambridge Branch was addressed by President Eliot and the Newton Branch by Hon. Henry Bothfeld, our most active champion of Civil Service Reform in the Massachusetts House of Representatives. The secretary spoke at meetings of the Lynn, Milton and Springfield Branches and was invited to show the lantern slides before the Maryland Auxiliary and the New York Auxiliary. Our State Council, which brings together representatives from the executive committee and Branches, met in the spring with the Brookline Branch when Mrs. Cabot spoke on civic ideals and last December was addressed by Miss Hutchins, Assistant Probation Officer in Middlesex County, who told of possibilities of usefulness for women as truant officers. In 1912 the Auxiliary joined with a few other associations

in securing the enactment of legislation making it legal for women to hold this position. Last January several organizations interested in child welfare united with the Auxiliary in petitioning the Boston School Committee to appoint one or more women as truant officers in the Boston schools and afterwards were given a hearing on the subject. As yet the School Committee has taken no action in this direction. In February Dr. Leonard of the Ohio State Reformatory kindly spoke for us on modern methods of prison reform and Mr. J. B. Moors afterwards told of the need of extending the civil service law to the house of correction at Deer Island.

A very active but unsuccessful campaign was carried on last winter in support of the application of the merit system to Deer Island. The legislative committee of the newly formed Boston City Federation, representing 60 Women's Clubs, took this bill as its special work for the winter and as chairman of this legislative committee the secretary spoke in support of the measure before 12 of the clubs. Endorsement for this bill was given not only by a large number of clubs but by the Boston City Council, the Boston Finance Commission, the United Improvement Association, the Associated Charities of Boston, the Massachusetts Civic League and the Prison Reform League. Though the committee in charge of the bill seemed favorably impressed by the large and representative attendance at the hearing and by the arguments in favor of extending the civil service law to Deer Island, it sent to the House an adverse report. Unfortunately it was unwise to attempt to secure the substitution of the bill for the report since the matter came up just when—after a long delay—the Spanish War Veterans' Preference bill was reached on the House calendar. In spite of an adverse report a bill giving a five per cent bonus to Spanish War Veterans passed the House with little opposition and, though at first rejected by the Senate, was subsequently enacted without a roll-call vote. For the second time Governor Foss vetoed the bill. The veto was first sustained, then overridden by the House. In the interval between the two votes the Auxiliary prepared and widely circulated a list of the roll-call vote

arranged according to districts. The chief work of opposition to the measure had, however, been centred on members of the Senate and our confidence in the Senate sustaining the Governor's veto was justified by the vote of 18 to 15 with 3 pairs. During the autumn campaign an effort was made to support some of the candidates for re-election who had helped to defeat the Spanish War Veterans' Preference bill. In this connection a new circular was prepared on "Why workingmen should oppose all Spanish War Veterans' Preference Legislation." The Watertown Republican Town Committee asked for 2,000 copies of this circular in order to distribute one to each voter with a slip urging the re-election of the senator from the district on the ground of his having voted against the preference bill. As legislative agent for the Auxiliary the secretary attended practically every one of the hearings on the forty or fifty bills affecting the civil service law and likewise was present in the Senate and House to follow the more important debates on these measures. Though many bills were introduced asking for the extension of the civil service law, only one was for bringing about an exemption. Recently the Auxiliary has joined with the Milk and Baby Hygiene Association and the Instructive District Nursing Association in petitioning the Civil Service Commission to include within its rules school and other nurses not employed in institutions. The improvement resulting from the extension of the merit system to school physicians makes it desirable to place school nurses on the same basis.

Our Branches and members have helped not only in work affecting state legislation but also when appeals for aid came from the National League in regard to opposing the exemption of the income tax inspection force and later of deputy marshals and deputy collectors of internal revenue. As a result of our efforts many letters and telegrams were sent to the President and to members of Congress. In connection with the income tax inspection force proviso a circular letter signed jointly by the Auxiliary and by Mrs. Oakley, chairman of the Civil Service Reform Committee of the General Federation of

Women's Clubs, was sent to 1100 Women's Clubs throughout the country.

Our grateful acknowledgement is given to the Women's Clubs in Massachusetts for their frequent co-operation and especial credit is due to Mrs. Tabor, the able chairman of the State Federation Civil Service Reform Committee, whose zeal and energy have inspired widespread activity for the merit system. We wish also to express our indebtedness to the many teachers both within and without the State who have helped us in upholding higher standards of efficiency for the public service of city, state and nation.

Mrs. Everett P. Wheeler submitted the report from the Women's Auxiliary of New York:

The New York Auxiliary is glad to report to the League a year of steady and persistent effort in educational work especially among school children and immigrants. Our efforts along these lines are vigorously renewed from year to year as we realize how great is the responsibility of the present generation in preserving the reforms achieved by the early opponents of the "spoils system." Experience with essay contests among students of high school grade shows how lightly this important phase in our national history is treated in the ordinary school instruction. We have had reason also in the past year to reflect how thin is the veneer of resolution to maintain the merit system when subjected to renewed and persistent attack by the followers of the success of a different political party. Again and again we realize that the only sure pledge of obtaining the best public service rests in a generation trained to accept and support the fundamental principles for which all civil service reformers stand.

Twenty-two thousand copies of the educational pamphlets published by the Auxiliary have been sent to schools, and nearly 3,000 copies of the pamphlet on American Government, which is translated into Italian and Yiddish, have been sent to Y. M. C. A. classes for immigrants, construction camp schools and evening schools. One settlement worker writes of the pamphlet:

"I have been using it right along—to help men who have received their first papers and are studying up so as to receive their full naturalization. To my mind it is exactly adapted to the needs and wants of those for whom it is intended." The success of the Italian and Yiddish editions has been such that we are considering printing it in other languages for which the demand would justify. A recent request from the Immigration Officer of the City of Cleveland for 1,500 copies of "Honor in Politics," "Summary of the United States Constitution," and "American Government," is especially interesting as indicating the effort of a municipality to give civic training along the most desirable lines for good citizenship.

The Executive Committee has felt for a long time that there should be some effort made on the part of the public authorities to establish free training in civil service courses for the would-be government employee. The government provides training in the naval and military branches of the service and it seems neither practical nor logical to neglect the civil branch which demands fully as efficient an administration. Shortly before his resignation, Dr. Finley of the College of the City of New York made tentative plans for the establishment of civil service courses in the City College. But a more definite step has been taken by the Board of Education, which has authorized the placing of civil service courses in the curriculum of the public evening schools. The Executive Committee wrote a letter of commendation to Dr. Albert Shiels who has the matter in charge and received in reply an exceedingly interesting letter mentioning the difficulties involved in the administration of such classes, asking for help and suggestions and saying that no matter what obstacles there were, they must be overcome, for the classes should and would be held. At present there are civil service classes in sixteen of the evening schools, chiefly for clerical positions and for postmen.

Literature has been sent to women's clubs, not only in our own state but to almost every other state in the union. Classes have been held in the social settlements, and in these various ways the work of propaganda has gone on.

Last summer, in response to appeals from the League, the Auxiliary sent telegrams to committee men in the House and Senate and to the President, protesting against the exemption of the collectors of internal revenue from the application of the civil service law, and we shared in the general regret that the efforts to eliminate this amendment from the tariff bill were unavailing.

In June it was brought to our attention that women were being unfairly discriminated against in the appointments made by the fire commissioner from the eligible list of fire inspectors. The announcements had stated that there were six vacancies to which women would be appointed, and inasmuch as the Fire Commissioner was employing three women as temporary fire inspectors, the Civil Service Commission certified the names of both men and women. When the appointments were made only men were appointed. This action was followed by a protest from two of the women whose rank had entitled them to appointment. It seemed to the Association and to the Auxiliary that it was an occasion for us to give at least our moral support to the protest and accordingly a letter was sent to the leading papers, outlining the facts of the case and protesting against the action of the commissioner.

Nothing came of the incident immediately, but a few weeks later one of the disappointed candidates applied to a supreme court justice for a writ of mandamus to compel the Municipal Civil Service Commission to consolidate the lists of men and women certified for appointment as inspectors in the bureau of fire prevention. This was intended as a test case to decide for all time the right of the Civil Service Commission to advertise an examination as being open to both men and women, requiring the same preparation, the same duties, the same salary for both sexes, and then to divide the results into two lists, thus enabling the appointing officer to pass over either list in its entirety if he sees fit to do so. The judge refused to issue the writ, deciding that the matter was within the discretion of the Commission, thus upholding Commissioner Johnson and the Civil Service Commission. The decision seems to have been clearly in

accordance with the Municipal Civil Service rules, and may lead to an agitation to change the rule.

The Auxiliary records with regret the resignation of Miss Disbrow as Secretary. Miss Disbrow has ably carried on the work of the Auxiliary for the past six years. The pamphlet on "American Government" is the result of her work, and also the third edition of the "Bibliography of Civil Service Reform and Related Subjects."

The membership of the Auxiliary has been well maintained and we look forward to a year of steady and sustained effort to advance the cause of good government.

Mr. Henry W. Sprague submitted the report from the Civil Service Reform Association of Buffalo:

I have no written report from the Buffalo Association this year. What has happened has not seemed sufficient to have rendered it necessary to make any extended comment. Matters have gone along there during the last year much as during the year before. There have been no great changes. There has been no backward step; there has been no particular forward step in the activities either of our Association or of the Women's Civil Service Reform Association of Buffalo.

The city commission has been going on with its work; exactly how efficiently we haven't been able quite to judge. It certifies the rolls and conducts these examinations.

The commission consists of seven members; they are unpaid, and it is certain that they do, for the salaries they get, a very large amount of work.

The officers of the Association have been active in getting the co-operation of the Board of Commerce in Buffalo, getting them interested; and they have watched with care everything that has been going on in the state and city commissions and commending and assisting wherever they could.

I had last Saturday a rather interesting time, which I would like to tell you about—it will only take a moment.

They had had a police examination of about 600 candidates for the police department. That is a long and arduous task for these commissioners, as you can imagine.

They are not experienced much in such matters, except the secretary, and they all spent a great deal of time before that examination was over. Well, they had reached the result, and of the 600 they had about 340 successful candidates. Feeling rather elated over what had happened, the commissioners concluded that they would have a sort of ceremony, ending with the announcement of the standings of the men. Therefore they invited them all to the council chamber last Saturday afternoon.. The superintendent of police was there and the police commissioners of the city, and they asked me in to say something to the men.

First we all went in front of the city hall and were photographed. Then addresses were made by the superintendent of police, by the chairman of the city commission, and I said a few words; and to a man who has been in the cause as long as I have it was a very inspiring and happy hour. Everybody seemed—at the time at least—to be the most ardent and fervid civil service reformers—everybody in the room. It was a good chance to say to that body of men gathered there, who had been successful, what the merit system meant, and how they had succeeded without regard to their creed, nationality or politics, but simply on their merits as the best men in the city who had applied to fill the job. I think they were all impressed, and I think that that occasion and occasions like that are very profitable in furthering the interest in the merit system among the people generally.

One curious question has arisen there and the police authorities are quite perplexed over it. We have a very large Italian and Polish population, and the police authorities—the superintendent and the commission—feel that they should be represented on the police force, because they are entitled to it by reason of being such a large percentage of the citizenship of the city, and because it would help the morale of the Italians and Poles if they felt that some of their own people were on the force. But the difficulty is that these citizens are all under-sized; they do not come up to the five-foot eight-inch limit which the police authorities require. If they reduce the height in order that these men may come in, their pride in their great big strapping Irish fellows will be lost,

because then the little Irishman can come in just as well as the little Poles and Italians. That is one of the problems they are wrestling with in Buffalo at the present time.

I will just conclude what I have to say by remarking that as I left the hall I had almost reached the conclusion that I was the only man present—including the applicants, the civil service commissions, the chief of police and the police commissioners—who was not an Irishman.

General William A. Aiken submitted the report from the Civil Service Reform Association of Connecticut:

Connecticut Civil Service Reformers are in the position of that servant in the parable who had a talent placed in his hands; we have a State Civil Service law and it is up to us.

Our long-desired talent has finally been entrusted to us and we can't wrap it in a napkin—though it took many napkins at many annual dinners to wipe away the indifference of the old Nutmeg State and get through a state civil service law—so now we've got to develop it and make the ten talent mark hustle to keep out from under foot.

Moreover we have no refuge in abuse of the personnel of the commission. It was not chosen either by a hostile governor or from the ranks of the professional politicians. While we are on this point we want to digress a moment and discuss that phrase. The professional politician likes to have us call him a "*Practical Politician*," because the natural inference is that any one meddling with politics from any other viewpoint is "*Impractical*." Is it not about time to change the phrase and call them "practising" instead of "practical?" Heaven knows that any practising physician who aroused as great antagonism to his practices as the average practising politician does, would never be described by as graceful a term as the word "practical!" That any practising lawyer who was caught robbing his clients as some practising politicians have been caught robbing their constituents would never read in the news columns that he was a practical lawyer. That any practising dentist who paved the holes in our teeth with as little scientific knowledge as the holes in the

streets are paved would never find the tongues that jolt over his rough work calling him "practical."

Why then should we permit so bold a fraud on the public as to sanction by our own use this implication of practicality in a mere professional politician.

But to return to our Connecticut Commission, it is made up of two practising civil service reformers and of one real man, a retired business man.

The law was given us by unanimous legislative action. In the senate the Democratic leader and the Republican leader both advocated it; in the house the Republican leader on the last day and hour and almost at the last minute, presented it to a body so eager for adjournment that there was none of the opposition we had confidently expected.

Our work is well begun. May it never find an ending!

City-wise we are hesitating. Waterbury voted on the adoption of our optional civil service law at its city election and failed. The old game was played by the practising politicians there. They pretended grave doubts as to whether it would not be in conflict with some of their charter provisions and many of the people listened. It is credibly reported that they won't listen next time.

In New Haven (our only city under an operative civil service law) everybody is satisfied that we have an honest and an industrious civil service commission, doing its work thoroughly and conscientiously.

Hon. Charles J. Bonaparte submitted the report of the Civil Service Reform Association of Maryland:

There isn't a great deal of report from this Association, and what there is is not exactly in the tone of the report that we had from Connecticut. We haven't found it necessary to hold any of the gatherings such as were described by our friend from Buffalo, because there has been no occasion when we could summon together any considerable number of persons to rejoice over the notable progress in the merit system in our part of the world.

At the last annual meeting of our Association it illustrated the workings of the merit system by retiring its

president, who had occupied that position until he had probably reached that condition which is supposed by opponents of the merit system is the natural result of civil service reform—that is to say, a state of senile incompetency. He was replaced by a gentleman who is a very old devoted civil service reformer and has been in the work from the beginning and is in all respects admirably qualified to succeed the gentleman removed—except in one, that he is still older. At the same time, we acted in that instance on the principle of promotion which is agitated by the League, making the former chairman of our executive committee the president of the Association. We had to choose a new chairman of our executive committee, and we chose a gentleman who had great enthusiasm for the cause of the reform.

We haven't had very much to do in our local work. Things have been—as far as the federal service is concerned, in a state of expectancy. With one exception, all the Republican officials are serving out their terms. And the one exception is not an exception to that statement, because the postmaster in Baltimore had served out his term and was in fact kept in the office for several months later, owing to the difficulty of the Democratic politicians in agreeing upon his successor. They didn't agree upon a successor, finally, and one was appointed by the President who was generally supposed not to be particularly satisfactory to some of the political leaders.

The former postmaster had been a thorough-going civil service reformer. He told me that during his entire term of office—and he had been there some months over eight years—he had never in any single case found the slightest reason to select a different person from the one certified as highest on the list. That is to say that in making (if I remember the figures right) about 1,200 appointments, there being in each instance, of course, three persons certified to him, he had in every case appointed the one at the head of the list. I think this is rather interesting testimony to the fact that competitive examinations do in an immense proportion of cases give you the most promising candidate as best entitled to the position to be filled. That they do not do so uni-

versally is, of course, conceded by everybody. But the proportion of cases in which this does not happen is after all so small that it may be regarded as negligible.

The new postmaster doesn't take a great deal of civil service in his, and has never been particularly notable for affiliation with reform in any shape. He had, in fact, so far as I am able to say, no very conspicuous qualification for the office, except the one that some of the very worst men in the state didn't want him appointed—which I, myself, personally think was a rather valuable qualification. He so far hasn't done anything very monstrous or wicked, so far as we have been able to ascertain, and in fact from the civil service standpoint there isn't very much to be said about him.

Later in the year our Association joined with the League in making protest against the forms of iniquity that were detailed in the report of the Council. We had to put a little damper—a little friendly damper—on the enthusiasm of the new chairman of the executive committee, because he had a burning desire to write to President Wilson when anything was wrong. He had known the President at college, if I am not mistaken, and he was very much surprised that the results were not very satisfactory. We did what we could, and it amounted to, I suppose, nothing; but nevertheless it was done.

The outlook in our part of the world is exceedingly gray—a gray deepening toward black, as far as the federal service is concerned. It is possible that there may be a more favorable outcome than seems to be foreshadowed at the present moment, but while that is possible, I am obliged to say it doesn't seem to me very probable.

There was at one time very good reason to believe that there would be a break between the Administration and the local organization in Maryland—much like what there has been, or is generally supposed to have been, between the Administration and Tammany. In fact, a candidate for the United States Senate announced himself—according to his statement—at the request of the President, in opposition to the candidate of the state ring. But I am sorry to say that when there seemed to be difficulties and delays in getting through the currency legislation,

and when the vote of the present Senator became gradually more and more valuable, the supposed candidate of the Administration announced, after an interview with the President, that he had decided that his private affairs made it advisable for him not to run. And that coincidence has rather, so to speak, cast a gloom over reformers in Maryland.

However, it is too early for us to say anything very definite as to either the course of the Administration or the outlook for the merit system in the Federal offices in our part of the world; because up to the present time, owing to their being in a state of equilibrium from the opposition of the different factions and the different political leaders, nothing has been done towards filling most of them. In fact, it seems exceedingly probable that the present incumbents will be allowed to serve out their terms.

There is a rather curious situation there, which I think ought to be called to the attention of the League. The collector of internal revenue is the chairman of the Republican State Central Committee. He was appointed by Mr. Taft. He had been chairman of the Republican State Central Committee before, for a good while, and he was appointed collector of internal revenue by Mr. Taft to succeed our Republican governor when he resigned his office in order to run for the governorship. It was generally understood that this gentleman retained the chairmanship of the Republican State Central Committee at the request of Mr. Taft himself. Whether that is true or not, however, I am not able to say, but that is what was generally reported at the time.

Now, our marshal, the United States marshal, is the chairman of the Republican City Committee. He was a man who was appointed against very strenuous protest at the time on account of charges affecting his moral character, his personal moral character.

Those two men retain their position under a Democratic administration. They are engaged in the work of running the affairs of a hostile party. And it doesn't seem to occur to anybody connected with the Adminis-

tration, or anyone who is opposed to civil service reform, that there is an inconsistency between that condition of affairs and the statement that we so often hear that adherents of one party cannot faithfully serve another party when it is in power.

I personally think that both of those gentlemen ought to be removed immediately. I think there is no doubt that it is improper that men should occupy offices such as they hold and be chairmen of political committees of another party. That it happens to be the party not in power doesn't make any difference, of course. But it is a curious fact, inasmuch as it does not suit at the present time the Democratic politicians to make vacancies in these offices, they allow them to be filled by their avowed and active political opponents, who are actually engaged in the work of running the Republican campaign, without apparently seeing anything incongruous or inconsistent with the best interests of the government.

I don't know, of course, whether when those offices are filled they will be filled with anybody better than the present incumbents; and as far as the collector of internal revenue is concerned, I ought perhaps to say that he is, to the best of my belief, an honest, efficient and faithful public officer. But he is, nevertheless, an avowed and active politician and the head of the Republican organization—or what is left of it—in the state of Maryland.

The prospects for doing anything locally as to the state and city are about as bad as they very well could be. I think that we have the eminent satisfaction of knowing they could not be much worse, so they must improve.

There is one feature about the matter and that is that undoubtedly there is a great deal more reform sentiment than there used to be and that the public does understand better what reform in government is and does appreciate much better its necessity than it did in former years. And possibly before it is time to retire all of us under a superannuation clause we may find that a public opinion has been developed by our labors (even in such a part of the world as that which I come from) to a point which will enable it to be effective for good.

Mr. Arthur H. Brooks submitted the report from the Civil Service Association of Massachusetts:

As usual the work of the Massachusetts Association has been chiefly over legislative matters and the striking feature of its experience during the last year has been the number of bills introduced in the interest of some individual or group of persons for the purpose of extending the civil service law and rules to the positions which they occupy. Such petitioners have seen the restrictions upon the power of removal over classified persons made greater year by year until now an appeal to the nearest district or police court is available in cases of discharge. They also realize that according to the present practice, the classification of their positions will "cover them in." What more potent reasons could there be for a widespread desire on the part of officeholders for more extensive classifications. The Legislature has looked with alarm upon the increasing tendency to introduce bills to accomplish this purpose, for it feels that the passage of such bills will result chiefly in giving present officeholders security in their positions, from which it will be difficult to remove them.

Nevertheless, during the last session positions in the offices of the collector of taxes and the city treasurer in Fall River have been classified; so, too, have the collecting and the treasury departments and the first assistant assessor of the city of Boston. In Chelsea, by referendum vote, the fire alarm superintendents, the wire inspectors, and certain inferior officers were classified.

On the other hand the legislature refused to classify the country service and also the following departments and positions—the penal institutions departments of Boston, the Chelsea water commissioner, stationary firemen, engineers, helpers, and oilers in state and county institutions, fire chiefs, and the heads of municipal departments in Cambridge.

Against the opposition of the Association a general law was passed authorizing the promotion of call firemen to permanent fire departments without examination where such call firemen are under 45 years of age, and have served continuously for at least five years, provided they

are certified as physically fit for promotion by the city or town physician. This law contained a referendum provision and up to the present time it has been submitted only to the city of Haverhill, which accepted the act by a vote of 4 to 1.

We were again successful in defeating the attempts of the Spanish war veterans to obtain preferential legislation but it took a veto to do it. The bill which they pressed most strenuously provided for an arbitrary addition of 5 per cent. to the mark obtained at an examination by any Spanish war veteran.

This year the Association fears the passage of such a bill, or a worse one, for the Governor-Elect has not expressed himself as opposed to the bill and has given some persons reason to believe that he would sign it. Of course our Association is hopeful of being able to show the Governor how demoralizing the passage of such a bill would be, and to obtain his needed assistance to maintain the principle of the merit system.

The Association wishes again this year to express gratitude for the valuable assistance that it has constantly received from the Women's Auxiliary, the importance of whose work cannot be exaggerated.

Mr. Samuel H. Ordway submitted the report from the Civil Service Reform Association of New York:

Upon taking office on January 1, Governor Sulzer made a clean sweep of the Dix Civil Service Commission and named as new members Mr. Jacob Neu, Dr. Meyer Wolff and Mr. James A. Lavery. None of the new members had ever been identified with civil service matters and all had been active in politics. The Commission has, however, been unusually diligent in the number of meetings which it has held and in the time given by individual members to the numerous details involved in the administration of the law. While no wholesale granting of exemptions of positions has followed since January 1, yet the Commission on a number of matters of importance has shown an attitude of extreme laxity. One of the grounds for criticism is that the so-called "special exception" clause of the law has been very liberally re-

sorted to. This is the clause which permits the Commission to waive the requirement of competition for a particular position in the competitive class where the position is one calling for "peculiar and exceptional qualifications of a scientific, technical or educational character" in which the person to be appointed is one of "high and recognized attainments" and where competition is shown to be impracticable as a means of obtaining such an appointee. The present Commission in less than four months allowed 11 appointments under this provision, as compared with its application by the New York City Commission in only 4 cases in all of last year in a service many times larger than under the State Commission. In one case the "person of high and recognized attainments" in "qualifications of a scientific, technical or educational character" was a clerk in the Surrogate's office and another had been a meat inspector in New York City.

Two important extensions of the civil service rules, one to cover the position of probation officer in all counties of the state, and the other affecting all positions in tuberculosis hospitals, have been approved by the Commission. These two extensions mark real advances in the state and both were urged upon the Commission by the New York Association. The Commission's action on the classification of positions in the highway department, office of the state fire marshal and prison department is also greatly to its credit. In the first department the Commission refused to grant the request of Commissioner Carlisle for the exemption of the important position of division engineer and ordered an open competitive examination for this position. In taking this stand the Commission went further than either the Hughes or Dix Commissions, as every appointment of division engineer since 1909, when the positions were established, had been without examination through a special exception clause of the law. All the new positions in this great department, including 9 superintendents of construction, 9 superintendents of maintenance and repairs and a large number of inspectors of construction, have been classified as competitive.

In the prison department the Commission denied the application of the superintendent of prisons for the transfer from the competitive to the exempt class of some 50 positions, including 35 foremen of industry, while 5 inspectorships in the state fire marshal's office have been placed in the competitive class.

The action of the Commission on matters affecting the labor department and the state hospital commission has not redounded to the credit of the State Commission. In July and August prior to the impeachment of Governor Sulzer the State Commission acquiesced in the injection of politics in the hospital service by placing 4 positions under the state hospital commission in the exempt class, including the secretary to the purchasing committee and the lay deputy in charge of the bureau of deportation. A saloon keeper was appointed to the former position, whose duties are the supervision of the expenditure of appropriations for supplies for the state hospitals. Mr. Louis A. Sarecky, who was chief witness for the defense during the impeachment proceedings, was given the position of lay deputy at \$4,000. As indicating the lack of any need for this position, it is a fact that at the time of Sarecky's appointment the chief medical inspector, who had been in charge of the bureau of deportation, was transferred from that position to the position of first assistant physician at the Utica State Hospital. Prior to these changes T. E. McGarr was removed as secretary to the hospital commission, a position which he had held since 1889, and was succeeded by one Hanify, who had been a plumber in New York City. To make a place for McGarr the position of confidential accountant in the Hudson River State Hospital was exempted, the state hospital commission recommending the appointment of its removed secretary. The New York Association has called the attention of Governor Glynn to this matter in the hope that he will take action looking to a correction of these conditions and the prevention of a recurrence of such acts either by the state hospital commission or the State Civil Service Commission. No action has, however, been taken by the Governor.

Over six months ago Commissioner Williams re-

requested the exemption of 28 positions in the recently reorganized labor department. A hearing on this request, which constituted probably the most vicious spoils raid on the state service since Comptroller Sohmer secured the exemption of 49 places in 1910, was held by the Commission. At this hearing representatives of a number of organizations interested in a non-partisan administration of the department joined with the New York Association in opposition to the proposed exemptions. No action was taken by the Civil Service Commission following the resignation of Commissioner Williams. After the confirmation by the Senate of James M. Lynch as head of the department, the Civil Service Commission granted the exemption of several important positions, including the chief investigator of the bureau of immigration and industry; denied others, including five inspectorships of a scientific character, and carried on its calendar for further consideration the proposed exemption of ten investigators in the field service. Whether or not the exemptions already granted become law rests entirely with Governor Glynn, who has been requested by the New York Association to grant a hearing on the changes made in the classification. Although this request was made over three weeks ago, no reply has been received from the Governor and no date for a hearing has been set.

The Walker bill, providing that no competitive employee shall be removed until after a trial and allowing the dismissed employee to review his case in the courts by a writ of certiorari, passed the legislature on the last day of the session but, thanks to Governor Sulzer, was vetoed. The Fitzgerald-Patrie bill became law. This act gives the state civil service commissioners overlapping terms of six years each and increases their salaries to \$5,000 each. The law also makes mandatory the exemption of the secretaries of civil service commissions throughout the state and contains no proper provision for the removal of the members of the Commission. For these reasons the bill did not receive the approval of our Association. The Cullen-Levy bill, known as the home rule act, transfers a great many of the legislative powers

from the state legislature to the New York City Board of Aldermen. The result of the passage of this bill will mean that the New York Association will have to watch both the legislature at Albany and the board of aldermen in New York City.

Since the last meeting of this League James Creelman, who had served with distinction as president of the New York City Commission for approximately a year and a half, retired from office. He was succeeded by Mr. Frank Gallagher, who had been for many years an expert per diem examiner in the Commission. The Commission, whose other members are Richard Welling and Alexander Keogh, has continued to uphold the merit system. While criticised last year by this Association for certifying candidates for the police department who had lied about arrests on their application blanks, we are glad to report this year that there has been a marked improvement in the Commission's conduct of the work of qualifying candidates for this department. The Commission still lacks sufficient appropriation properly to do its work and monitors and others are assigned to the bureau of investigation whose qualifications have not been sufficiently tested. The Commission has set a high standard in dealing with candidates who are lacking in an essential element of character, namely, the ability to tell the truth, and the present attitude of the Commission should serve as a guarantee that the character of men appointed to the police force will be of high quality.

The Commission, in an attempt to eliminate from examinations requiring technical knowledge, candidates who have absolutely no experience to qualify them for positions, has devised an experience examination. Candidates are first rated on their experience records, and failure to qualify in this test means that the candidates will be barred from the mental examination. This system is newly instituted, but it will undoubtedly result in a saving of money, as the number of candidates eligible for the mental tests has greatly decreased. In the case of one examination only 22% of those who originally filed applications were admitted to the mental tests after the medical, experience and practical examinations had

been held. We are also informed by the Commission that during the last year 158% more candidates were rated than the preceding year. These improvements in examination methods will undoubtedly result in decreasing the number of temporary employees who secure appointments pending the establishment of eligible lists. There are other improvements both in the scope and character of examinations and in examination methods which should be made by the Commission to facilitate the work of the examining division.

Our report from New York would not be complete without a reference to the late Mayor Gaynor. In spite of one or two exceptional instances where politics was injected into the service in a peculiarly vicious fashion, under him the administration of the civil service law in New York City was probably better administered than ever before. One of the greatest gains made in his administration was his Executive order requiring that appointments shall be made in numerical order from an eligible list rather than from the first three, as the law allows. No deviation from this rule has been permitted, except for reasons submitted to him and approved by him in writing. The obvious result of this order has been greatly to decrease political influence so far as original appointments are concerned. Since Mayor Gaynor's death no disorganization has taken place, as Mayor Kline has endeavored to carry out the policies of his predecessor.

On January 1 the present administration will come to an end, and Mayor Mitchel takes office pledged to discountenance "the weakening of the merit system by special legislation, appointment of weak commissioners, or manipulation of the rules or classification."

SECOND SESSION

Young Men's Christian Association Hall,

Thursday afternoon, December 11.

AT 3:00 p. m. the League reconvened at the Young Men's Christian Association Hall. Mr. Richard Henry Dana presided. Miss Marian C. Nichols, secre-

tary of the Massachusetts Women's Auxiliary, gave a lecture on the merit system, illustrated with lantern and moving pictures.

Reports from Associations comprising the League were presented as follows:

Mr. Samuel Dauchy submitted the report from the Civil Service Reform Associations of Chicago and Illinois:

The report of the Illinois Association last year closed with the forecast: "The next year will be one of severe test for the law because of the recent political turnover through which the Democratic party, for the first time since 1896, has displaced the Republican party in control of the state government. But we believe it will stand the test."

The testing process is on; and its effect is felt in every jurisdiction with which our Associations have to do; but particularly in the state service is the pressure for the spoils of office most insistent. Here, constitutional officers charged with upholding and enforcing statutory enactments and specifically pledged, by personal and by party declarations, to loyal support and constructive administration of the civil service laws, have joined in a course of action to dislodge, discredit and, if possible, completely overthrow the present state merit system, as provided for in the 1911 comprehensive statute, and even the earlier charities civil service act. Attorney General Lucey and State Auditor Brady recently suffered defeat in the Cook County circuit court in a mandamus suit to compel reinstatement of an employe of the latter's office, as ordered by the state civil service commission. In this case the Auditor, through the Attorney General, set up the alleged unconstitutionality of the state civil service act of 1911 as a defense. The court upheld the law; and an appeal to the supreme court has been taken.

The criticisms of the press and public directed at the course of the attorney general were so pointed and hostile that he has since sought to justify his position by a public statement protesting his fealty to merit principles and branding the present law as iniquitous and not well founded.

However, since the law has already once stood the test of an attack on its constitutionality, and as the present attack is a quibbling over technicalities, it is hoped the high court can be led to see the incongruity and insincerity of the attorney general's attitude.

In February, last, the state supreme court held the comprehensive Cook County civil service act of 1911 invalid because of an informality in its passage. This put the major portion of the county service back upon a spoils basis, the former county civil service act covering only the charities service. The Legislature, which was in session when the decision was handed down, was pressed to re-enact this statute; but political jealousies over the "blanket" clause prevented action.

The Associations had prepared drafts for bills to extend the merit system to the Chicago municipal courts and the sanitary district; and to remove certain exemptions from the state act; but none of them got past both houses. A bill for repealing the state merit law, introduced by a spoilsman, was sent to early and decisive defeat in the House. But the insistence of the job-hungry was so great that some legislators with previous excellent records on civil service succumbed to the pressure; and, with tripartisan organization of the legislature, it was impossible to get through any of the measures we had proposed. Minor amendments to the state and parks acts were all that became law. The governor vetoed an inimical veteran-preference amendment.

Following the local legislative campaign, the Associations co-operated with the National League in protests against the subversive "rider" in the income-tax provision of the tariff bill.

These Associations have been observing the progress of the state administration with reference to civil service in the charitable institutions; and we have on several occasions offered counsel or protest. An investigator, ostensibly representing the governor, has made the rounds of the penal and charitable institutions and has brought censure for the administration and disquiet to the service by his operations. Charges of cruelty and unbecoming conduct have been preferred against officials and numer-

ous resignations have been accepted. Much of the pressure for jobs has doubtless been due to the numerous opinions of the attorney general limiting the scope and questioning the validity of the state merit law. While, of course, there is no inclination on the part of these Associations to hinder the progress of investigations looking to an improvement in efficiency or to humanitarian reforms, these, however, should not be permitted to cloak operations to create vacancies for purely political, spoils uses.

The main progress of the year in the Illinois jurisdiction has been in the line of constructive administration, especially along efficiency lines.

In the Chicago city service a most important result of the work of the efficiency division is the standardization of salaries. Rigid rules were recommended and have been adopted, controlling uniformity of salaries in the annual budget and avoiding former "log-rolling" tactics. The Efficiency Division has been aiding various city departments in investigations of group efficiency, methods, accounting, records and reports. Among these activities may be mentioned an investigation of the bureau of streets, leading to a systematic and uniform method for cleaning streets and alleys and definitely tabulating the amount of work; assisting the city waste commission in collection of data; assisting in carrying into effect the reorganization of the police department, planning reduction in number of police precincts and to make provision for new and modern police stations; co-operation with fire-prevention and public safety bureaus in a study of conflicting jurisdiction and overlapping authority between building and health departments; inspection of fire stations and study for reorganization thereof; investigations of the engineering and janitor services for the board of education; and investigations for the city collector and for the department of public works in the bureau of water. For the Civil Service Commission, the efficiency division has investigated and passed upon 1545 reports of departments regarding the status of employes in the classified service, and in addition has assisted in the preparation of examinations in the engineering, medi-

cal, inspection, supervising, police and fire services of the city. During the year department heads and others have co-operated with the efficiency division more than ever before. It has become a clearing house for civil service complaints.

In the parks, the state and the county services, sufficient time has elapsed for much of the work to take a definite organized form.

As to the operation of the removal sections in the Illinois systems, as "a means of getting rid of inefficient employees without the necessity of proving some specific act of misconduct or insubordination," upon which we were asked to touch in this report, we have to say, briefly, that the probationary period offers a sufficient safe-guard against "square pegs in round holes." After the probationary period, standard efficiency markings, the system of merits and de-merits, provide the adequate remedy. To provide a more facile system of removals, giving too great latitude for the exercise of the discretionary powers of the department head, is to invite all the evils of spoils removals, held in check alone by the necessity of merit appointments.

The Civil Service Round Table, mentioned in our previous report, is furnishing an excellent means for interchange of ideas and adjustment of plans. At present, a committee is charged with the preparation of uniform standards for classifications, grades and terminology, to be recommended for the adoption of all local civil service jurisdictions.

Another encouraging development is the interest the employees themselves are evincing in the advancement of civil service principles. The several employees organizations are manifesting increased activity and a federation of the various bodies is being promoted to further the merit idea. "Civil Service News," a merit system weekly intended primarily for the civil service employees, is published at Chicago. It has a paid circulation of six thousand, having doubled in the last year. It contains information about examinations, an inquiries and complaints department, editorials and news articles concerning local and national civil service matters. This publication is

edited and published by our former secretary, Herbert E. Fleming, a staunch friend of real and ascertained merit in the public service, who is endeavoring to raise earnest champions of the merit system among the men and women who have been drawn into the public service by the civil service laws and rules. When the men in the service once are thoroughly imbued with the thought that they are to place their reliance on efficiency and loyalty to the public's interests, we shall have won a decisive battle against the spoils system. The economic motive is a controlling one: and when employees serve the public as their master, the power of the politician and boss is broken and the tide of battle is turned. Appointing officers have long since grown tired of the annoyances, worries, enmities and defeats incident to "taking care of the friends of the administration." With the rank and file placing reliance on their rights as civil service appointees, the opposition is reduced to those politicians who can survive by spoils alone.

The Illinois and the Chicago Associations are about to incorporate. The latter has already seen thirty-one years of active service and the former has been in the field eleven years. The plans contemplate securing cooperation of women. Our purpose is that women shall form an integral part of our membership and our executive committees; and where appropriate shall be selected as officers of our Associations. As they now have the vote in Illinois, they should, in our judgment, be charged with corresponding responsibilities in enacting and enforcing civil service laws. And the indications are unmistakable that they will hold themselves answerable to this call of the merit system.

A broad educational campaign, in which the women in other states have proven effective, is one of the things outlined. This is intended to include imparting information to children in the public schools, the giving of prizes for the best essays and orations on civil service, and its presentation before various organizations, in an effort to get general public comprehension of and support for our work. We believe that in spite of the present temporary obstacles there is to be no turning back in Illinois and

that extension of the principle will become general and applicable to all public services of consequence in the state. The people of Illinois want the merit system. They have it in part. We believe they will insist on having it complete.

Mr. Albert Smith Faught submitted the report from the Civil Service Reform Association of Pennsylvania:

The report from our Association of a year ago attempted to present the story of a year of rigid enforcement in Philadelphia of a well drawn civil service law. At the end of its first year, the law was highly unpopular with persons engaged in politics and it is still as unpopular as ever with them. In fact it is probably unpopular as well with the general public, but the conviction that the law is right and proper is unquestionably becoming fixed not only in the mind of the average citizen but even in that of the ordinary political worker, who although he violently protests against its enforcement so far as he himself is concerned, will admit when pressed for an answer that the principle of it is probably right and will shift his ground from an attack upon the civil service regulations generally to an attack upon a particular examination which possibly he or some of his friends failed to pass, or at most to an attack upon the rigidity of the present enforcement. In fact the law has come to be accepted with a degree of philosophy that at one time the most hopeful of us considered impossible. The violence of the protest during the first six months of the new reform administration it seemed would never tame down.

Unfortunately for the immediate future of civil service reform in Philadelphia, the Blankenburg administration failed to secure the support of the voters at the recent municipal election. The reform of our civil service has been the cardinal virtue of the new administration and it was considered one of the important issues of the last campaign. The administration was frequently urged to reverse its stand and to throw the full weight of its official influence in favor of the fusion forces. It refused to do so, however, and two days before the election

gave orders that all city officeholders, particularly policemen and firemen, must refrain from political activity and for at least two elections in Philadelphia's history, city officeholders have not been active partisans.

It is true that the city administration has not built up an organization at its back and to the men with the smoke of political battle in their eyes, this was the overshadowing cause of defeat. There is serious doubt as to whether a contrary policy would not have alienated more voters than it could possibly have secured to the administration. At least there can be no doubt that a precedent has been established which it is to be hoped will live longer than any particular city administration.

The civil service commission during the past year has had a struggle with councils to secure proper appropriations. The average member is bitterly against it regardless of party affiliation. The anti-administration men, notwithstanding the fact that the commission's activity and integrity is the chief protection of the followers of their organization, who secured city positions in the past, and also notwithstanding the fact that the same activity and integrity is the direct obstacle in the way of the establishment of an organization back of the administration, take great delight in voting down appropriations for the commission's use. Several times, it looked as though the commission would be deprived of the necessary funds for the conduct of its examinations and the proper management of its office. It has thus far, however, succeeded after frequent bitter contests, in getting what it required, its best card being the point of view of some of the abler councilmanic leaders of the organization, that its work was their greatest asset. But left to their own inclinations, a councilmanic appropriation for the civil service commission could hardly muster two or three votes in a chamber of eighty-four members. Notwithstanding their difficulties, the commission has performed its duties with a large degree of thoroughness. Its examinations have been prepared with care and its examiners, wherever possible, have been selected from the men best qualified in the city or elsewhere for the conduct of the particular examination. The standard at-

tack upon their tests is the accusation that they are academic. We presume that this method of attack is not confined to Philadelphia alone. That there may be some truth in these charges is possible, but the best answer so far as the Philadelphia commission is concerned, lies in the following extract from the report of the commission for 1912:

One of the chief advances made by the commission this year has been establishing actual tests to determine the efficiency of skilled laborers and others in whom manual dexterity as well as mental training is indispensable. For instance, applicants for the position of caulker, paver and rammer were required to do the actual work of those positions under the direction of persons whose vocation was that of planning, inspecting and approving such operations, and who co-operated with the regular examiners of the commission in determining the relative ratings of the applicants. This work was done in the yards courteously designated by the department of public works for the use of the commission. In like manner, and under similar expert and practical directions, applicants for the position of carpenter, patternmaker, plumber and printer were examined in the shops of the Philadelphia Trades School by being required to perform the very work which they would have to do if employed by the city. Persons who desired places on eligible lists for cook and baker were tested in actual cooking and baking in the kitchen of the Philadelphia General Hospital. Applicants whose aim was to serve in the city's institutions, as tailor, had the opportunity to demonstrate their skill in real tailoring to competent examiners. In like manner the work of draftsman, and tracer, and that of the board of recreation positions, including principal, teacher, assistant teacher and swimming teacher was actually done, as the means of determining the relative merits of the applicants for those positions.

The principal activity of the Association during the

past year has been in its efforts to secure the passage of new civil service legislation and a protection of legislation already upon the books from legislative attack. Pennsylvania is one of the few large states in the country which still has no state commission, its civil service legislation being confined to Philadelphia, Pittsburgh and Scranton, the three largest cities of the state. Our Association for many years has been endeavoring to secure the passage of a state civil service bill, but has never succeeded in getting its proposed measure through both houses. Some years ago, such a bill passed the Senate and this session, after considerable labor, a state civil service bill passed the House, by a bare majority. It was vigorously opposed, particularly by the Philadelphia delegation, who as they expressed it in their arguments against the bill, "knew the dangerous character of the creature, since they had been bitten." With the assistance of the Progressive element in the House, together with the Democrats who had inserted a state civil service plank in their platform, the bill was passed. It is doubtful, however, if some of those who voted for it would have done so, if they had not been confident that the Senate stood ready to remedy their indulgence. The bill was afterward referred to a committee in the Senate presided over by a powerful Philadelphia political leader who made particular request that the bill be assigned to his committee as he desired the glory of killing it. He remarked that he expected unanimous approval of his action from his constituency.

Other legislation submitted at the session of 1913 had its origin in the opposition of certain Philadelphia members of the House to the principles of civil service. One gentleman introduced a resolution to investigate the workings of the law in its application to Philadelphia with the proposal that the results of the investigation should be reported back to the session in order that the House might be advised as to the desirability of repealing the act altogether. The resolution passed the House unanimously, those members who favored civil service principles being of the opinion that an investigation properly conducted could not help but advance the cause of the

reform. The proposal was, however, held up in the Senate for several months, and was finally passed at the close of the session too late for the making of a report the same year, and a legislative commission was appointed with authority to sit during the interim preceding the session of 1915 in order that it might then be ready to report its findings. The commission as appointed is composed of three members of the Senate and two members of the House who are opposed to civil service reform, together with two other members of the House who have been identified with the movement for the reform in our civil service, one of these being the present counsel and secretary for the association. The commission met for organization immediately prior to the recent election, but has not since been called together. If it performs its duties properly the next legislature should have information before it that will lend strength to the effort of the Association to secure the extension of civil service reform to state and county offices.

Already we have opened our campaign for the passage of a state civil service bill in the legislature of 1915. A resolution introduced by a member of our own executive committee was recently adopted by the Washington Party State Committee and a state civil service bill will be one of the planks in the platform of that party, which represents the progressive movement in Pennsylvania. We hope to secure similar action by the other parties and this, together with an extensive campaign directed at individual candidates should enable us to make unexampled headway in preparing for legislation in the session of 1915.

The following reports from Auxiliaries and Associations were received, to be printed in the Proceedings:

From the Women's Auxiliary of Maryland:

The eleventh Annual Report of the Women's Auxiliary of the Maryland Civil Service Reform Association, comes at the end of a year of faithful service on the part of the organization, in a community without a state or municipal civil service law, doing its part in upholding and developing an interest in the continued need of loy-

alty to the principles of the merit system. In his annual address in Milwaukee, in 1912, the President of the National Civil Service Reform League, reminded the country of the change of federal administration, and the efforts that would assail the new President in the progress, recognition and enforcement of the merit system.

The Auxiliary secured the presence of President Eliot and began its winter's campaign of publicity by a large meeting of men and women of the state and city. President Eliot emphasized the magnificent opportunity before the Democrats of the country, under its new President, urging them to stand and uphold him *their* leaders in honestly dealing with the problems to come before them. There were present many of the more progressive members of the incoming party of Maryland who appealed "to the better element to come out and do its duty in the primaries," as the most direct method of securing efficiency in the public service.

The Auxiliary has held public meetings at guilds, churches and wherever an opening has been found; always with the one purpose of awakening public interest to the wrong and dangers involved in the abuse of public trusts to advance personal interests.

In January the annual efforts of "the schools committee" to interest the public schools of Baltimore to give to the children of grammar and high school age some knowledge of civics, defined as "good citizenship" was inaugurated. A joint conference of the schools committee, four teachers, and two citizens, friends of the mayor and school board was held, the object being to interest the teachers, in the methods, books and leaflets used by the schools of New Jersey and Illinois. At this time the school board had under consideration the publication by one of its former teachers, and present able editor of a city paper, some text book of civics for school use. Through a combined intelligent interest, and sympathy, knowing how great the need, a series of open letters to the press, requesting that civics be taught in the public schools, was prepared and published throughout the state. These were again reprinted and circulated broadcast by the Auxiliary, as well as being used as subjects

for editorial comment by Honorable Charles J. Bonaparte at the request of the Auxiliary. With the opening of the present school year, a primer entitled "Capital City State and Nation" is now in use. The object of this book being to bring before the school children, future voters of the state, a realization of the fact that *their* city, state and nation is something which directly affects the welfare of *themselves* and every person who lives under it, and that the obligations and responsibilities of citizenship are among the most sacred which the school graduates have to meet. The other interests of the Maryland Auxiliary have been in assisting in the support of a civic worker among the Polish population of Baltimore. With the opening of the coming Legislature at Annapolis, the Auxiliary will co-operate as formerly in support of bills directly effecting good government.

From the Civil Service Reform Association of Cincinnati:

During the year 1913, the people of Cincinnati have become more and more interested in the meaning and result of civil service reform, through the continued enforcement of the Ohio law by the local Commission. Although Mayor Hunt and most of the officers having the power of appointment under him were loyal to the Commission and to the law, a majority of the members of Council and the rank and file of the workers of the party which had the credit of electing Mayor Hunt became more and more sullen and rebellious when they found that the ward workers and political heelers could not obtain employment and that politics had generally nothing to do with the appointments. This was not always the fact, because one or two of the appointing officers having the choice of the first three names on the eligible list sometimes selected a political friend, as the law allows. In this connection the suggestion is pertinent that where the power of removal is finally lodged in the appointing officer, it is possible that, not finding the name of a political friend among the first three on the eligible list and the name of a friend appearing further down on the list, the appointing officer may, after making the appointment from the first three names, presently dismiss that appointee for alleged incompetency or some other reason un-

justified and thus secure the certification to him of the name of his political friend, and the Commission, having had the reason for the discharge reported to it, has no further jurisdiction, though doubting the honesty of the discharge.

The amendment to the Ohio law which has recently taken effect contains a good provision for the prevention of such a violation of the law by the appointing officer, in the provision that wherever a civil service commission shall have reason to believe that any appointing officer has abused the power of removal in violation of the Act, it shall be the duty of the commission to make an investigation, and if it shall be found that there has been any violation of the intent or *spirit* of the Act, it shall make a report to the mayor or other chief appointing authority, who may forthwith remove the guilty officer, after he has had an opportunity to be heard publicly in his defense. This provision has not yet been tested, but it supplies a check which I think might prove sufficient, if the mayor was intent upon enforcing the law. There are doubts about the advisability of otherwise limiting the power of removal. I have read with much interest the good suggestions made at the Milwaukee meeting by Mr. Catherwood and Mr. Hale of Illinois, but the procedure suggested seems to me rather complicated. The distinction between an advisory board and an administrative one cannot always be kept in sight, and, on the whole, I believe that the old idea of checking the abuses at the entrance to the service is the better one. The Cincinnati Commission has, after careful consideration of the question, decided not to attempt, in the revision of its rules, any further restriction upon the power of removal, although it has been advised, through the Secretary of the League, who was aided by the learned chairman of the League's Law Committee, that under the Ohio law the Municipal Commission might adopt a rule governing removals. If the provision of the Ohio law before referred to, empowering the local commission to investigate the conduct of an officer who seems to have abused his right of removal, does not check such abuses, then at another time hereafter the Commission may find it necessary to

provide some means of preventing unlawful removals by its rules.

I have stepped aside from my story to touch upon this question because of the interest in the subject which was stimulated by those excellent papers which were read at the Milwaukee meeting.

During the late municipal campaign in Cincinnati, the mayoralty candidate on the local Tammany ticket and some of the campaign orators in the same cause charged the local Commission with violation of the law, and the local Commission thereupon called for an investigation at the hands of the State Commission, as is provided by the new Ohio statute. In order to remove that investigation from the campaign influences, it was deferred until after the election and was had in November at Cincinnati. No evidence was introduced even tending to support any of the charges and the State Commission has made a report fully exonerating the local Commission.

The term of one of the members expires on January 1, and his place will be filled by a follower of the local Tammany, who may be able to obstruct, but cannot prevent the enforcement of the law, so long as the other members of the Commission sit with him. One of those others, on national questions, has voted with the Democratic and the other with the Republican party, but those political differences have not, during two years, ever come to the surface during the deliberations of the Commission. With the enforcement of the new law and the anticipated opposition of the mayor and the other appointing officers, the new Commission will have its hands full, and it is not impossible that the mayor may undertake to remove the chairman of the Commission under the law which gives him that power, for inefficiency, neglect of duty, or malfeasance in office."

Finally, we are glad to be able to report from Ohio that under the new law, which, in obedience to the mandate of the recent amendment to the Constitution, covers the entire civil service of the state, its counties and cities, Governor Cox has appointed a State Commission which has entered upon its duties with an evident determination to vigorously enforce the law without fear or favor. In

this difficult work it has sought good advice and, I am glad to say, is about to receive the aid of the Secretary of the League in framing its rules. Too much cannot be said in recognition of the service to the cause of civil service reform which in the past was rendered by Mr. Goodwin and now is being rendered by Mr. Belcher to the local authorities throughout the country which are seeking to establish the merit system.

From the Civil Service Reform Association of Denver:

The past year has been an eventful one for the merit system in Colorado.

The State Law, initiated by petition and carried by the direct vote of the people at the general election in November, 1912, was by the proclamation of the governor declared to be effective on January 22, 1913. It is in form an amendment to the law enacted by the legislature in 1907, and extended the classified service with but few exceptions to embrace every employee in all the departments and institutions of the state government, including the heads of all such departments and institutions and the officers and employees of the legislature. It abolished all term appointments and all reference of appointments to the Senate for its approval. It provided for a continuing appropriation, thus making the Commission independent of the legislature. The new law is without doubt the most far-reaching of any yet enacted.

On the incoming of a new administration the governor took the opportunity given by resignation and expiration of terms of appointing an entirely new State Commission. The new Commissioners have had their hands full in putting into effect the new law, which more than doubled the classified service, and in bringing up the work of the preceding Commission which had been held up for two years for lack of funds.

It is interesting to note that notwithstanding the usual considerable opposition in the General Assembly no hostile legislation was enacted.

In February, 1913, at a special election, the citizens of Denver adopted several amendments to the city charter providing for the commission form of government.

As it was considered doubtful whether or not these amendments had continued and extended the classified service, a separate amendment to the charter, greatly improving its civil service provision, was prepared by a committee of this Association. This was defeated at a special election held in May. An effort, which promises to be successful, has since been made to extend the amendments to the charter previously adopted to every department of the city.

The Municipal Commission was also reorganized with Mr. Chamberlin as President, the only one of the original Commission who was reappointed. The new Commission has adopted an entirely new set of rules and done much work in organizing the larger service.

In Colorado Springs and Pueblo the merit system is in force in the fire and police departments and in the larger municipal offices.

It will be seen from the above record that the past year has been a most important one in the history of the merit system in Colorado. Without few exceptions every position in the state civil service, and in that of Denver, and a large number of the positions in the cities of Colorado Springs and Pueblo are now included in the classified service.

From the Civil Service Reform Association of Indiana:

Eighty per cent. of the people of Indiana believe in the merit system, yet so far this great majority has not been able to get that system enacted into law. This fact is due to the power of the party organization and is a tribute to their skill in baffling the desires of the majority. In past years many bills of this nature have been introduced into the legislature with no result. Such a bill, carefully prepared was introduced in both houses of the General Assembly of 1913, in the hope that the wave of progressive legislation which was sweeping over the country would carry this measure through; but the party organization of the dominant party in Indiana consists of one man and his assent being withheld the bill never got out of the committee.

The merit system seethes and boils in Indiana and

constantly comes to the surface as is shown by the large number of places where it is employed to a greater or less extent, and in nearly all of our state institutions it is claimed to be used. It is not the genuine system but it is only fair to say that politics is nearly excluded from these institutions. In the city of Indianapolis, not now governed by the present dominant party of the state but controlled by thoroughgoing political manipulators, these manipulators were so harried by applicants for the police and fire departments that they finally turned the applicants over to a voluntary commission to determine their fitness. In the same manner in many places of public employment applicants are tested to a greater or less extent, for instance the state library, the state board of accounts, the state board of charities, the board of health, and the state entomological department.

It does not seem that the enactment of a law can be much longer postponed. The adoption of similar laws by states near to Indiana is in a way an effective pressure to this end.

Turning to the federal service, when the appointment of a new postmaster for Indianapolis was under consideration the president of this Association in the following letter called the attention of the postmaster-general to the fact that there were in the postoffice men abundantly fit for promotion:

"Indianapolis, April 5, 1913.

"Dear Mr. Postmaster-General:

"For more than a generation the Postmaster of Indianapolis, so far as being postmaster is concerned, has been a joke. Old General McGinnis told me that when he was appointed all he was expected to do was the social act when people came in. A later postmaster on leaving the office told his successor that he could make himself a great deal of trouble by trying to run the office.

"President Wilson's administration is the first one that seems to hesitate about going out upon the street and picking up a man to be the head of this very large office and I, therefore, feel encouraged to say that there are men already in the office entirely competent for the office,

any one of whom would make a real postmaster which will not be true of any man selected from the outside.

"Chas. W. Byfield has been employed in the office more than 15 years and is now the head of the money-order department. He would make an admirable postmaster and the fitness of his appointment would powerfully impress the people of this city. He is a Democrat and I name him first because he is, in an all round sense best fitted.

"Mr. Arthur M. Potts, Assistant Superintendent of mails, is a very competent man. He is a Republican. He has been in the service a long time.

"I particularly mention these two names and an investigation would discover others. I have known Mr. Byfield many years and he is entirely straight. I knew his father also, who was a leading lawyer here and a friend of Thomas A. Hendricks.

"Very respectfully,

"LUCIUS B. SWIFT,

"Pres. Indiana Civil Service Reform Association."

Nevertheless a merchant tailor devoid of any kind of postal experience was appointed. As a protection to him, however, the assistant postmaster who was a republican was reduced, and thereupon left the service, and Mr. Byfield, mentioned in the above letter was put into his place. The office will be conducted efficiently by the assistant postmaster but the position of postmaster continues to be a sinecure.

There have been some cases under the present national administration of reducing Republicans and promoting Democrats to their places in Indiana. These higher places were filled with Republicans to such an extent as to be a prima facie indication that there had been some manipulation, and the present process of reducing Republicans and promoting Democrats is prima facie another manipulation. Neither manipulation is honorable. The remedy depends largely upon the President. A rule strictly enforced by him, that appointing officers in making appointments and promotions shall not hear politicians

and particularly senators and representatives, would lead to the operation of the service upon business principles.

From the Civil Service Reform Association of New Jersey:

To forestall any legislation that might in any way weaken the merit system in the State, the New Jersey Civil Service Reform Association, which for some time has not been as active as could be hoped, has reorganized, and will, we believe, become a power for good in the state. The proposed single-headed commission to replace the four members now composing the State Civil Service Commission and any other hostile legislation will be opposed by a committee of five, the chairman of which is State Senator Austen Colgate. The civil service law has been in operation for six years in the state and the progress which has been made in the application of the law to municipalities by popular vote has been remarkable. When the law was passed it became mandatory upon about 2,500 positions in the state service. Since that time it has been accepted by twelve municipalities and covers 14,000 employees. In the twelve municipalities where the law has been adopted a majority vote of 57,569 was polled. During the past year the city of Elizabeth voted to adopt the law by a majority of 1,556. With a live association, we hope to work for the extension of the law to other municipalities.

From the Civil Service League of Wisconsin:

I am requested by the State Civil Service League of Wisconsin to make a report of its work during the past year. This duty has heretofore been performed by our worthy chairman Mr. Butler, but owing to his absence, that duty has this day been assigned to the writer.

The annual meeting of the National Civil Service Reform League for the year 1912 was held in the city of Milwaukee and we express the hope that it will not be long before the National League holds another of its entertaining and instructive meetings within the borders of our State.

The decision in the case of Buell vs. Frear, 146 Wis. 291, decided May 2nd, 1911, sustaining as it did the con-

stitutionality of the Wisconsin civil service act, effectually eradicated the erroneous opinion of many state officials and especially that of the former secretary of state and attorney general that the law was invalid. This decision resulted in more efficient work in the public service; the administrative officer realizing as never before the improvement in the service and also the relief from importunities of politicians for a place in the public service. We are informed that the present attorney general and his deputy are now warm supporters of the law because of the high grade men holding positions in that department secured through competitive methods, formerly believed impracticable.

We regret however being obliged to report that the attitude of the last State legislature towards the merit system was anything but creditable. No legislation was enacted which strengthened the law. In fact, all of the legislation asked for by the State Civil Service League and the Wisconsin Civil Service Commission having for its object the strengthening of the law, was defeated. We believe that the time has come in Wisconsin when the law should be so amended as to permit all of the commissioners to devote more time to the administration of the law and when one of the commissioners at least should devote his entire time thereto. The nominal compensation of \$10.00 per day for not exceeding 100 days in a year should have been changed as requested to an annual salary commensurate with the importance and responsibility of the position.

The League also felt that the secretary of the commission, Hon. F. E. Doty, was paid a most inadequate salary and that it should be increased, and that the work of the commission should not be confined merely to the examination of applicants and certifying eligibles when required, but that it ought also be given the power if an eligible had been certified, to make an examination and report to the head of the department and to the Governor if necessary, as to the efficiency of the work done by the person so certified, and that the State would never have its public service placed upon a proper basis until not only were the positions filled solely for merit and fitness, but that

after they were filled, the persons so appointed should not be continued unless they proved efficient in the work they were assigned to do.

We believe also that the law should be amended so as to permit the commission to go outside of the state and hold examinations for positions of very high grade where it was not found practicable to fill such positions by citizens within the state of Wisconsin.

All of the proposed legislation making provisions therefor, requested by the League and by the State Civil Service Commission was denied and even the number of days of service of the members of the commission was cut down from 100 to 80 days for which they could draw the small per diem of \$10.00 per day. Altogether the last legislature cannot be said to have been friendly to the merit system.

The present Governor declined, after earnest solicitation on behalf of our League to say a single word in favor of the cause in either of his annual messages. While he has not openly expressed himself against the merit system, we feel very confident that he is not an ardent supporter of it. It is publicly reported that our Governor is a candidate for the United States Senate and it is possible that this may have influenced him in remaining silent upon the all important subject of the merit system.

Wisconsin sustained a great loss when it permitted Mr. Doty, Secretary of the State Civil Service Commission to sever his connection here, to become the Secretary of the County Civil Service Commission at Los Angeles. The compensation allowed Mr. Doty was wholly inadequate for the work he was doing. Mr. Doty we believe was one of the most efficient secretaries in the United States.

At the expiration of Mr. C. E. Buell's term he was president of the Civil Service Commission. His eminent service for meagre compensation certainly entitled him to a reappointment and the League feels that a serious mistake was made in dispensing with his services.

The City Civil Service Board of Milwaukee has made a new classification of the city service and is now entering upon the programme of new rules a procedure similar

to the arrangement of the Chicago Civil Service Commission.

In this work we are happy to say, it has received the assistance and co-operation of the Common Council, the Mayor, and Mr. Ralph Bowman, the director of the Bureau of Municipal Research.

THIRD SESSION

Boston University Hall,

Thursday evening, December 11.

AT 8:00 p. m. the League reconvened at Boston University Hall.

Governor Simeon E. Baldwin, of Connecticut, delivered an address.¹

President Charles W. Eliot delivered the President's annual address.²

President A. Lawrence Lowell, in closing the meeting, made a brief address, in which he pointed out the necessity for a government by experts rather than by "amateurs."

FOURTH SESSION

Hotel Vendome,

Friday morning, December 12.

AT 11:00 a. m. the League reconvened, President Eliot in the chair.

Hon. Charles J. Bonaparte presented the report of the Committee on Nominations, as follows:

FOR PRESIDENT:

Richard Henry Dana Cambridge, Mass.

FOR VICE PRESIDENTS:

Edwin A. Alderman.....Charlottesville, Va.

Charles J. Bonaparte.....Baltimore, Md.

Joseph H. Choate.....New York, N. Y.

Charles W. Eliot.....Cambridge, Mass.

Harry A. Garfield.....Williamstown, Mass.

George Gray Wilmington, Del.

Arthur T. Hadley.....New Haven, Conn.

Seth Low New York, N. Y.

Franklin MacVeagh	Chicago, Ill.
George A. Pope	Baltimore, Md.
Moorfield Storey	Boston, Mass.
Thomas N. Strong	Portland, Ore.
Herbert Welsh	Philadelphia, Pa.

FOR MEMBERS OF THE COUNCIL:

William A. Aiken	Norwich, Conn.
Frederic Almy	Buffalo, N. Y.
Charles J. Bonaparte	Baltimore, Md.
Arthur H. Brooks	Boston, Mass.
Roscoe C. E. Brown	Brooklyn, N. Y.
Charles C. Burlingham	New York, N. Y.
George Burnham, Jr.	Philadelphia, Pa.
John A. Butler	Milwaukee, Wis.
Charles L. Capen	Bloomington, Ill.
Edward Cary	New York, N. Y.
Robert Catherwood	Chicago, Ill.
William C. Coffin	Pittsburgh, Pa.
Everett Colby	Newark, N. J.
Charles Collins	New York, N. Y.
Joseph P. Cotton, Jr.	New York, N. Y.
William E. Cushing	Cleveland, Ohio.
Horace E. Deming	New York, N. Y.
Albert de Roode	New York, N. Y.
John Joy Edson	Washington, D. C.
Charles W. Eliot	Cambridge, Mass.
John A. Fairlie	Urbana, Ill.
Henry W. Farnam	New Haven, Conn.
Albert Smith Faught	Philadelphia, Pa.
Cyrus D. Foss, Jr.	Philadelphia, Pa.
William Dudley Foulke	Richmond, Indiana.
Elliot H. Goodwin	Washington, D. C.
Charles Noble Gregory	Washington, D. C.
H. R. Guild	Boston, Mass.
William B. Hale	Chicago, Ill.
Henry W. Hardon	New York, N. Y.
Robert D. Jenks	Philadelphia, Pa.
Stiles P. Jones	Minneapolis, Minn.
William V. Kellen	Boston, Mass.
Francis B. Kellogg	Los Angeles, Cal.
John F. Lee	St. Louis, Mo.
William G. Low	Brooklyn, N. Y.
George McAneny	New York, N. Y.
Henry L. McCune	Kansas City, Mo.
John W. Mariner	Milwaukee, Wis.
Harry J. Milligan	Indianapolis, Ind.
William B. Moulton	Chicago, Ill.
Samuel Y. Nash	Boston, Mass.
Samuel H. Ordway	New York, N. Y.
Elliott H. Pendleton	Cincinnati, Ohio.
John Read	Cambridge, Mass.

H. O. Reik.....	Baltimore, Md.
Charles Richardson	Philadelphia, Pa.
Nelson S. Spencer.....	New York, N. Y.
Henry W. Sprague.....	Buffalo, N. Y.
Ellery C. Stowell.....	New York, N. Y.
Lucius B. Swift	Indianapolis, Ind.
Frank J. Symmes.....	San Francisco, Cal.
William J. Trembath.....	Wilkes Barre, Pa.
Henry Van Kleeck.....	Denver, Col.
William W. Vaughan.....	Boston, Mass.
T. Henry Walnut.....	Philadelphia, Pa.
Everett P. Wheeler.....	New York, N. Y.
Russell Whitman	Chicago, Ill.
Charles B. Wilby	Cincinnati, Ohio.
Ansley Wilcox	Buffalo, N. Y.
Charles D. Willard	Los Angeles, Cal.
Frederick C. Winkler.....	Milwaukee, Wis.
R. Francis Wood	Philadelphia, Pa.
Clinton Rogers Woodruff.....	Philadelphia, Pa.
Morrill Wyman, Jr.	Cambridge, Mass.

It was moved and seconded that the Secretary be directed to cast one ballot for the election of the gentlemen named. The motion was unanimously carried. The Secretary cast the ballot and announced the election of the ticket as read.

In the absence of Mr. A. S. Frissell, the Treasurer of the League, the Secretary read the Annual Report of the Treasurer,¹ which was, upon motion, received and ordered to be submitted to an auditing committee to report to the Council at the first meeting after the annual meeting.

Mr. Richard Henry Dana presented the report of the Special Committee on Resolutions. Upon motion, the report was accepted and the resolutions adopted as the resolutions of the League.²

Mr. Elliot H. Goodwin submitted a preliminary report of the Special Committee on Removals,³ which, after discussion, in which Miss Nichols, Mr. William G. Low, Mr. Goodwin, Mr. Wilcox and Mr. Catherwood took part, was referred to the next Council for further consideration.

The report of the Committee on Reform in the Con-

sular and Diplomatic Services was presented by Mr. Ansley Wilcox.¹ This report caused some discussion as to the policy of the League's censure of the administration for spoils appointments in the diplomatic service, but was finally accepted, with the amendment that the League recognizes that on occasions when there is some definite policy to be carried out in regard to a particular country, it may be necessary to remove a diplomat not in sympathy with the policy of the administration.

Hon. Garrett Droppers of the Massachusetts Civil Service Commission presented a paper—"The Growing Functions of the State and How They Are to Be Met by the Merit System."²

FIFTH SESSION

Hotel Vendome,

Friday afternoon, December 12.

At 3:00 p. m. the League reconvened, President Charles W. Eliot in the chair.

Mr. Benjamin F. Heidel, Division Engineer in the Bureau of Public Roads, Department of Agriculture, read a paper prepared by the director of the bureau, Logan W. Page,—*"The Merit System in Road Management."*³

Upon motion of Mr. Bonaparte, the invitation from Mr. Page that the League take charge of one entire session of the Fourth American Roads Congress, to be held in Atlanta, Georgia, in October or November, was referred to the Council, with the recommendation that it be adopted if found practicable.

Then there followed a symposium on the Selection of Higher Municipal Officers.

Mr. H. S. Gilbertson, Executive Secretary of the National Short Ballot Organization, presented a paper—"The City Manager Plan—Its Contribution to the Growth of a Non-Political and Efficient Personnel in Municipal Administration."⁴

Hon. Lewis H. Van Dusen, of the Philadelphia Civil Service Commission, presented a paper—"The Choice of

Printed in full ¹ at page 114; ² at page 91; ³ at page 119; ⁴ at page 127.

Municipal Experts Through Competitive Examinations in Philadelphia."¹

Mr. R. Francis Wood, Chairman of the Executive Committee of the Pennsylvania Civil Service Reform Association, read a paper prepared by Lieutenant James Reed, Assistant Director, Department of Public Works, Philadelphia—"How the Selection and Retention of Experts Have Taken Contracts Out of Politics in Philadelphia."²

There then followed discussion on the selection of higher municipal officers, in which Hon. Clinton Rogers Woodruff, Secretary of the National Municipal League, led and Mr. Richard Henry Dana took part.³

Mr. Ansley Wilcox moved that a vote of sincere thanks be extended to the Massachusetts Association, the Women's Auxiliary and the University Club for their hospitality. The vote was unanimously adopted.

The meeting then adjourned.

Attest:

ROBT. W. BELCHER,

Secretary.

On the evening of Friday, December 12, a banquet was held at the Hotel Vendome. Rev. George Hodges, of Cambridge, was toastmaster, and the speakers included President Charles W. Eliot, Hon. Charles J. Bonaparte, Moorfield Storey and Richard Henry Dana.

On December 11 the visiting delegates were tendered a luncheon at the University Club by the Massachusetts Women's Auxiliary.

ANNUAL REPORT OF THE TREASURER

November 30, 1913.

Balance on hand December 1, 1912.....\$1,656 60*

RECEIPTS:

Associate membership dues	\$ 830 00	
Sustaining membership dues.....	235 00	
Subscription.....	25 00	
Buffalo C. S. R. Association.....	250 00	
Chicago C. S. R. Association.....	50 00	
Cincinnati C. S. R. Association.....	225 00	
Connecticut C. S. R. Association.....	175 00	
District of Columbia C. S. R. Association.....	30 00	
Indiana C. S. R. Association.....	100 00	
Maryland C. S. R. Association.....	240 00	
Massachusetts C. S. Association.....	1,150 00	
New York C. S. R. Association.....	1,601 72	
Pennsylvania C. S. R. Association.....	1,005 09	
Wisconsin C. S. R. Association.....	125 00	
California C. S. R. Association.....	25 00	
Women's Auxiliary of Maryland.....	100 00	
Women's Auxiliary of Massachusetts.....	100 00	
Women's Auxiliary of New York.....	100 00	
Pamphlets sold.....	32 90	
Special Committee on Extension of Civil Service Re- form.....	225 00	
Special Fund for Increasing Membership and Influence	1,000 00	
Special Fund.....	500 00	
Total League Receipts.....	\$7,644 71	
Good GOVERNMENT Receipts.....	578 37	8,223 08
		\$9,878 08

DISBURSEMENTS:

Salary of Secretary.....	\$1,500 00	
Salary of Assistant Secretary.....	750 00	
Salary of Second Assistant Secretary.....	600 00	
Salaries of Clerks.....	1,327 00	
Office Rent.....	641 66	
Office expenses.....	230 08	
Postage and Stamped Envelopes.....	304 51	
Stationery.....	141 48	
Printing.....	391 98	
Traveling Expenses.....	358 35	
Telephone Service.....	29 37	
Special Committee on Extension of Civil Service Reform	153 90	
Special Fund for Increasing Membership and Influence	355 79	
Special Fund.....	141 63	
Total League Disbursements.....	\$6,934 73	
Good GOVERNMENT Disbursements.....	953 97	7,888 70

Balance on hand.....**+\$1,969 98**
E. & O. E.

A. S. FRISSELL, *Treasurer.*

*Of which \$79.62 is Special Fund of the Committee on Extension of Civil Service Reform; \$50.76 is Special Fund for Increasing Membership and Influence, and \$341.37 is Special Fund.

†This is exclusive of \$600.00 salary of Second Assistant Secretary, paid out of this Fund and itemized above.

‡Of which \$150.72 is Special Fund of the Committee on Extension of Civil Service Reform; \$694.97 is Special Fund for Increasing Membership and Influence, and 99.74 is Special Fund, leaving a net available League balance of \$1,044.55.

Audited and found correct,

GEORGE R. BISHOP.

ALFRED B. MEACHAM.

Committee.

March 10, 1914.

REPORT OF THE COUNCIL.

TO THE NATIONAL CIVIL SERVICE REFORM LEAGUE:

It is a fact of deep significance to friends of civil service reform, and of even deeper significance to its occasional opponents, that, while this League has seldom had a heavier task of defense against attacks on the integrity of the merit system in the federal service than during the past year, the constructive work of extending and improving the merit system throughout the country has resulted in the addition of three new states to the six which had a civil service law a year ago and in the continued and almost universal approval of the reform by the people at the polls.

The change in administration in Washington has been followed, as was expected, by serious assaults on the merit system. In the last session of the last Congress hostility to the civil service law displayed itself openly. The occasion for these early attacks was the order of President Taft, issued on October 15, 1912, placing in the competitive classified service the 36,000 fourth-class postmasters south of the Ohio and Potomac Rivers and west of the Mississippi River. The order was attacked because, as has been the case in every extension of the classification, beginning with the passage of the civil service law in 1883, the order of October 15 covered in thousands of political appointees who had never passed an examination. The resolution to repeal the order, made in the form of a rider to the post office appropriation bill, was recognized, however, as clearly political in its purpose and was defeated by a vote of 141 to 107, 40 Democrats, to their credit, refusing to approve this backward step.

Early in the special session of the present Congress other signs of a determination to overthrow the merit system became manifest. The first serious effort came in the form of a rider to the tariff bill inserted by

the Senate committee, providing that the force employed for the collection of the income tax should, for two years, be appointed without compliance with the requirements of the civil service law. The exemption of this force is peculiarly dangerous, because of the great inquisitorial powers which will vest in these collectors, carrying with them rich opportunities for corrupt favoritism or oppression in the collection of the tax, if the appointment of the force is not safeguarded from politics by the barriers of the merit system. In its vigorous opposition to this rider this League fortunately had the co-operation of commercial and civic organizations throughout the country and the amendment was scathingly criticised by the press. The League's efforts were only partially successful. The rider before its passage was amended so as to provide that the appointments should be made under rules and regulations to be fixed by the Secretary of the Treasury and by the addition of a clause directing that the income tax employees outside Washington should be employed on general internal revenue work when not engaged in the collection of the income tax. The latter clause makes it possible to pack the general internal revenue force with political appointees, but in its amended form the rider undoubtedly left with the President the power to order that the appointments be made under civil service rules and regulations. This the League earnestly requested the President to do, but thus far no such action has been taken. The Secretary of the Treasury, meanwhile, has issued a set of regulations governing these appointments, which call in general for a statement from applicants as to their training, experience, etc., and for references as to their character. The best that can be hoped from this system is a weak pass-examination, necessarily far inferior to the competitive tests which would have been set by the Civil Service Commission. The results will be watched with apprehension.

Upon the heels of this successful effort came a worse rider to the urgent deficiency appropriation bill, removing from the competitive classified service practically all deputy collectors of internal revenue and deputy United States marshals. The deputy collectors had been

in the competitive classified service since 1907; the deputy marshals since 1909. For their exemption there is no shadow of excuse. The classification of the internal revenue service was followed by striking increases in economy and efficiency. The exemption of the deputies can work only injury to the service, not merely through lowering its efficiency, but through increasing the political activity of the deputies, which will again be felt with special force in the Southern states.

The League directed its energies against this rider, and opposition to its passage in Congress was very strong; in fact, party ranks in the House were again broken, as they had been in the effort to repeal the Executive order of October 15, 1912. It was only by the narrow majority of five that the rider was approved, 57 Democrats voting against it.

Believing that this proviso was most obnoxious, not only *per se*, but because of its appearance as a totally irrelevant rider in an appropriation bill, the League urged the President to veto the bill and thus check the growing tendency of Congress to force the President's hand in civil service matters through rider legislation. At the same time, it confidently expected that if he did not follow this course he would at least exercise the power which the language of the bill gave him and order that the deputies should remain in the competitive classified service. To the deep regret of the League, however, neither of these things was done. Instead the President signed the bill and issued a memorandum, in which he said:

"I am convinced after a careful examination of the facts that the offices of deputy collector and deputy marshal were never intended to be included under the ordinary provisions of the civil service law. The control of the whole method and spirit of the administration of the provision in this bill which concerns the appointment of these officers is no less entirely in my hands than it was before the bill became law; my warm advocacy and support both of the principle and of the *bona fide* practice of civil service reform is known to the whole country, and there is no danger that the spoils system will creep in with my approval or connivance."

The League takes issue squarely with the President on his statement that the deputies were never intended to be included under the ordinary provisions of the civil service law. Their appointment through competitive examinations has worked most successfully, while their exemption, if one may judge from past experience, can result only in grave prejudice to the service. The President's statement of his opposition to the spoils system may have some wholesome effect on Congress. It has been followed by a circular letter to all collectors of internal revenue and United States marshals sent by the President's direction warning them against appointment of their deputies for purely political or personal reasons. Whatever moral effect this warning may have, however, a most deplorable backward step has been taken which, under an administration less favorable to the merit system, may facilitate a return to the worst evils incident to the spoils system in this part of the service.

In spite of the President's failure to defeat these vicious attacks of Congress on the integrity of the civil service law, his civil service record in most other respects has been that of a sincere friend of the reform.

Perhaps the most difficult matter affecting the classified service which confronted the President at the beginning of his administration was President Taft's order classifying 36,000 fourth-class postmasters already referred to. Comparatively insignificant as these places are, their classification had angered the members of the Democratic party in Congress and there can be no doubt that pressure was brought to induce the President to repeal the order. This, however, he steadfastly refused to do, but on May 7 issued an order amending the previous orders of President Roosevelt and President Taft by providing that no fourth-class postmaster should be given a competitive classified status unless he had obtained his position through a competitive examination. This order contemplated the holding of examinations for all offices which had not been filled through competition, the tests for offices paying less than \$180 a year to be conducted by post office inspectors and for offices with a higher compensation by the Civil Service Commission.

At the time this order was issued the League stated that, while there were sound reasons for doubting either the necessity or the wisdom of the proposed plan, it might, if carried out impartially and fairly, increase the efficiency of the service. The experiment of examining all those persons already holding office is an entirely new one in the federal service and its operation will be watched with much interest by the League, which, through a special committee, will endeavor to learn definitely the manner in which it is carried out and its results.

The President's course with reference to appointments and promotions in the consular service and in the diplomatic service up to and including the rank of secretary of embassy deserves the warm approval of the League. The report of the League's Special Committee on Consular and Diplomatic Reform will show that, while there have been 102 appointments to these offices since March 4, in not a single case has the principle of the Executive orders of President Roosevelt and President Taft, providing for appointments after examination and promotions on merit, been departed from. This fact is of great significance. While the system established by these orders is not a thoroughgoing merit system and leaves room for further development, it has materially improved the personnel of the service. But the security of this system depends entirely upon the will of the President. It was established by Executive order only; efforts to give it permanence through legislation have uniformly failed; and at any time the President may revoke the orders, modify or weaken the system, or break it down in particular instances by ordering special exceptions in the interest of some favored individuals. In spite of the hostility to the present system openly expressed by several Democratic Senators, the President has courageously stood by his pledge to maintain it, and a critical point in the endeavor to reclaim the foreign service from the spoilsmen has been successfully passed.

The League regrets that in the selection of ministers abroad the President has in many cases displaced ex-

perienced, trained diplomats with men of neither experience nor training, in some cases apparently distributing these posts as mere political rewards. It is evident that this country is far from an established merit tradition in this part of its foreign service, but the unfavorable criticism so widely made of several of the diplomatic appointments indicates the growing interest of the people in the complete reclamation of the foreign service from the taint of partisan politics. It is especially encouraging that business men and business organizations have shown a lively interest in the matter, which so vitally affects the entire nation.

The Civil Service Commission has been reorganized, the President retaining Commissioner McIlhenny, who is now president of the Commission, and appointing Mr. Charles H. Galloway of South Carolina and Mr. Hermon W. Craven of the state of Washington as successors to General Black and Commissioner Washburn, whose resignations he accepted. President McIlhenny has been a member of the Commission since 1906. Neither of the new members has had any experience in civil service matters. The work before the Commission now is of greatest importance, including, as it does, the development of an efficiency system for the entire service as provided for by Congress in the summer of 1912. As John R. Proctor, president of the United States Commission, said twelve years ago: "The nature of the examinations depends really, not upon the rules, but upon the Commission which is to execute them. A commission could run the standard down until an entirely different class of men was obtained, or gradually work it up so as to bring in only the highest class of candidates." The new members of the Commission will need months of labor to give them the proper mastery of the infinite details of the Commission's work, but, although for these reasons it is unfortunate that in making the changes in the Commission's personnel the President did not select men of some practical experience in civil service administration, the League confidently hopes for a sound progressive administration of the law.

The need for further extension of the classified ser-

vice to cover all federal offices which do not have to do with the determination of governmental policies has again been strikingly demonstrated. The changes in such offices since March 4 have, of course, been numerous. The greater part of the appointments has been made on the expiration of the four years' term of office. Others have been due to resignations, and in a smaller number of cases to removal of incumbents before the expiration of their terms. Thirty per cent of the presidential postmasters have been changed; 46 per cent of the collectors of internal revenue; 36 per cent of the United States district attorneys; and 20 per cent of the registers of the general land office. In some cases the appointments have been distinctly political, notably in such instances as the appointment of William J. Harris as director of the census to succeed E. Dana Durand and of Patrick H. Quinn, a Democratic district leader of Brooklyn, to be shipping commissioner in New York City. A political battle has been waged about appointments to some other posts, as in the case of the collector of the port of New York, where the choice of a successor to Mr. Loeb revolved about the local struggle to overthrow Tammany Hall and build up a new Democratic party in the Greater City and in the state. The same strife for factional advantage has surrounded other unclassified offices, in some cases resulting in the appointment of men of dubious qualifications.

To this task department heads and the President himself have been forced to devote an enormous amount of time and energy which should have been devoted to the consideration of questions of real importance. The harassment of department heads by an office seeking horde that invaded Washington immediately after the inauguration was notorious and against it national impatience and disgust strongly asserted themselves.

All this is but a repetition of events that have followed every change in administration. There are now approximately 10,000 presidential offices, for every one of which there are many applicants, and all of which make up the "valuable" patronage of the administration. No argument worthy of serious consideration supports

the present practice of making appointments to these offices for a brief term, only to displace the incumbents on a change in administration with novices whose sole claim to appointment is service in the interest of the party or of a faction of the party. The remedy for such conditions of extravagance and waste is to be found in the classification of all those positions below the immediate subordinates of department heads who actually have to do with the determination of policies. That consummation is bound to come and opposition to it decreases with every such exhibition of the spoils system at work, as the country has seen during the past few months.

Another feature of the national administration which calls for serious consideration and early action is the lack of any real system of promotion on merit in the departments. Because of this lack every change in the complexion of the government at Washington is followed by serious disturbances reaching from the highest to the lowest grade in the service, resulting from political manipulation within and without the service in the effort to secure good places for political favorites. Such incidents have marked developments in Washington since March 4. A reorganization may well be both desirable and necessary in some departments or bureaus. In effecting these changes, however, the best results cannot be obtained unless political motives are eliminated. In some bureaus in the departments, however, politics has frankly played an important, if not controlling part in such reorganization. An assistant commissioner of pensions, for example, referring to the reorganization of that bureau, frankly stated that political considerations had entered into the changes. In the department of state the two foreign trade advisers, men of valuable experience and training, voluntarily resigned because they believed the failure to recognize merit in filling the higher posts and the substitution of politics for merit made a career in the service impossible. Their places were filled by the selection of two men without experience who evidently obtained appointment as a reward for personal or political services. The solicitor of the department of state is

understood to have resigned for the same reasons. These things are the fruit of that lack of any sound system of advancement in the service. As long as this lack continues so long will advancement depend more on political and personal influence than on merit and fitness and so long will the best equipped young men refuse to enter the government employ.

The exercise of the power by Executive order to grant special exceptions permitting the appointment of an individual without complying with the requirements of the civil service rules has been carefully watched by the League and it is manifest that its abuse must be closely guarded. During the four years of President Taft's administration an average of 61 special exceptions a year were granted. Seventy-two of these exceptions were granted within the last two months of his administration. Many of the appointments were plainly charitable and but few justified by the facts. In the first eight months of the present administration the number has not been inordinately large—26 in all. Only two of these, however, were either necessary or desirable. In several cases the orders were issued to permit the reinstatement to the competitive classified service of persons who alleged that sixteen years ago they had been unfairly dismissed for personal or political reasons and in other cases the orders have been charitable. If the power to issue these orders is not exercised with great care, it may become a source of growing abuse, will be unfair to those who have taken examinations for appointments, and bring the law into serious disrepute. On the other hand, if this power is exercised with care it must make substantial inroads on the President's time and energies which should be devoted to better purposes.

The record of progress throughout the country during the last year is indeed notable. Three states, California, Connecticut and Ohio, have passed civil service laws and commissions are now at work putting the new system into operation. In California and Connecticut the law applies only to the state service, but in Ohio, in accordance with the constitutional provision adopted by a majority of over 100,000 in 1912, the law covers every city, county and city

school district as well as the state service. In several cities charters have been adopted containing strong civil service provisions and civil service commissions have been established in Los Angeles County and in the consolidated county and city government of Denver. Popular approval of the merit system continues to show itself, as in New Jersey, where the people of the city of Elizabeth adopted the provisions of the state law to be administered by the State Commission by a majority of 1667, and in Detroit, Grand Rapids and Houston, where the votes were on the adoption of civil service amendments to local charters.

At the same time the practical usefulness to the community of a sound administration of the merit system is coming to be more fully appreciated, as examination methods improve and civil service commissions begin to take on new functions which are the natural outgrowth of the merit system. Little is left to-day of the myth that a civil service examination is necessarily merely a scholastic test. New methods are constantly being devised, whereby civil service commissions, acting as the agents for the department heads, make the most searching and practical investigations of every fact bearing on a candidate's fitness for the place he seeks, and do the work far better than could the appointing officer himself. Oral examinations have been introduced in several states and communities and proved useful as auxiliary to the general system. Together with this development, civil service commissions, notably in Chicago and in other Western communities, are aiding to secure and maintain the highest degree of efficiency in the service by checking the work of employees after appointment, establishing standards of efficient service and uniformity of classification, salaries and titles, and helping to elevate the public service to the level of efficient private business. These developments in Chicago have been so successful that they are now being followed in many other cities and undoubtedly point the way to the sphere of greater efficiency and usefulness which civil service commissions will occupy in public administration in the future.

In this review of the year's events many important

and interesting details in the progress of the reform have necessarily been omitted, but many of them will be presented in the reports from Associations and Auxiliaries to be submitted at this session. Even a general survey of the year must make clear, however, that the sort of assaults which have so badly marred the record of the present Congress are directly contrary to popular feeling towards the merit system. Popular vote after popular vote in favor of civil service reform continue to pile up evidence that the spoils system is hated and detested today and that the voters want the merit system as a fundamental reform in public life. It will be the duty of this League, and we hope will be made the duty of every other organization interested in good government, to see that this progress is continued, and if members of Congress choose to persist in their mediaeval hostility to the reform, to bring home to them directly the full force of public condemnation of their course.

RESOLUTIONS OF THE NATIONAL CIVIL SERVICE REFORM LEAGUE

The National Civil Service Reform League, assembled in its thirty-third annual meeting, has seen with profound satisfaction that the merit system for the consular service and the diplomatic secretaryships, established by executive orders of the two past Administrations has, without a single exception, been fully carried out by the present Administration, notwithstanding the change of party control in the national government. The League regrets, however, that the present Administration, like all its predecessors, has apparently been either unable or unwilling to apply a system of promotion for experience and merit to the higher diplomatic posts.

The League congratulates the country that the efforts made in Congress to have the 50,000 fourth class postmasters exempted from the operation of the civil service law have failed.

The League heartily approves the recommendation of Postmaster General Burleson—a recommendation earlier made by President Taft and Postmaster General Hitchcock—to extend the merit system to postmasters of the second and third classes, and will call the attention of the voters throughout the country to the importance of electing senators and representatives who will support this business reform.

The League deeply regrets, as serious backward steps, the riders to the income tax provision and the urgent deficiency bill respectively, exempting thousands of positions from the rules governing the classified service.

The League respectfully maintains that President Wilson was in error when he wrote in his memorandum made on signing the deficiency bill that deputy collectors and deputy marshals “were never intended to be included under the ordinary provisions of the civil service law.” The legality of including those deputies has been sustained in formal opinions of the United States Civil

Service Commission, of the United States Attorney General, and of this League, members of which were intimately concerned with the drawing of the Pendleton bill, and with the subsequent interpretations of the Act. The inclusion of these officials has also been proved to be both feasible and serviceable. The rider on the deficiency bill exempted not only deputies but all other subordinates of marshals and of collectors of internal revenue.

The League calls public attention to the fact that there are now to be had for service on Civil Service Commissions many men experienced in the administration of the merit system; so that it is not necessary for appointing authorities to put inexperienced and untried men on such commissions, as has lately happened in several important commissions, among which is that of the United States.

The League urges that the fourteen commercial attachés to be accredited to American ministers abroad be selected through examination, as are consuls and diplomatic secretaries, instead of being exempted from civil service rules as was originally recommended by the Secretary of Commerce. It is of the utmost importance that all these attachés be commercial experts on long tenure, and not political appointees serving for short terms.

The special exceptions to the civil service law made by President Taft averaged sixty-one a year during his administration; and in the last seven months of his term seventy-two persons were exempted by his order. Of these seventy-two persons twelve were exempted the day before he retired. In the first seven months of President Wilson's administration there have been only twenty-six special exemptions, of which twelve affected original appointments. The League strongly urges, in the interest of the Executive, that no person be exempted without a hearing before the Civil Service Commission as to the need of such exception for the benefit of the service rather than for the benefit of the individual.

The League expresses satisfaction with the passage of civil service laws for the three important states of

California, Connecticut, and Ohio, and the continued demonstration in both state and municipal elections of the popular support of the merit system.

Since March 4, 1913, the percentage of changes in collectorships, first, second, and third class postmaster-ships, and marshalships has been more than thirty, a rate about the same that has occurred the last four times a new political party has come into power, though a little less than the highest rate. It follows that the civil service of the United States as yet offers to well-trained young men only a short career without adequate outlets for worthy ambition. The League therefore calls the attention of all good citizens to the fact that the important national appointive offices are still "spoils," and urges them to do their utmost, each in his own place, to remedy this demoralizing and wasteful evil.

Inasmuch as the spoils system destroys free self-government, the League confidently anticipates the continued extension and enforcement of the merit system in the dependencies in all positions, using the words of that staunch democrat, the late Senator Pendleton, "involving neither political power nor the choice of policies," so that by example as well as by precept the inhabitants may be educated in effective administration.

The League commends to the attention of the country the two Chicago plans: first, of employing efficiency engineers under the Civil Service Commission to improve the actual working of city, county, and state departments, a plan already adopted in some other western communities; and second, of enforcing laws, including particularly those for health, morals, and safety by removing those policemen, inspectors, etc., who fail to enforce them, on charges of inefficiency after a hearing before the Civil Service Commission, both of which plans have met with marked success.

Address

CHARLES W. ELIOT, PRESIDENT OF THE NATIONAL CIVIL
SERVICE REFORM LEAGUE

The year 1913 has proved a year of many gains for the cause of civil service reform. Indeed, it has been one of the most interesting years in the history of this League. A Democratic administration came into power on the 4th of March, on a platform which contained a plank in favor of the merit system, and with a President who had long been an officer in the National Civil Service Reform League, and who as Governor of New Jersey had recently made the emphatic declaration that "public office is not worth anything, if an entirely satisfactory fulfilment of the duties of an office does not entitle a man to consideration for reappointment," a declaration made to a delegation of labor leaders who requested that a Democrat be appointed state labor commissioner, in place of the actual incumbent, a Republican who had proved himself both honest and efficient.

Shortly before he left office, President Taft had made an order which brought many thousands of fourth-class postmasters into the classified service, a large majority of these men being Republicans. He had also restored to the classified service some twenty thousand artisans and supervisory artisans who held positions in the navy yards, which had been classified positions for many years, but had lost that status for three years under an opinion of the Attorney General. Moreover, President Taft had sent a message to Congress on December 3, 1912, in which he renewed his recommendations for legislation which would make permanent by statute the earlier Executive orders governing appointments to the diplomatic and consular services. The Attorney General had lately recommended in his annual report the classification of attorneys and assistant attorneys in the department of justice. These very recent acts of President Taft's administration were naturally regarded by Democratic spoilsmen as efforts to deprive them of their traditional

right to fill with Democrats many thousands of Federal offices on their long-postponed accession to power.

When the appointments to cabinet offices were announced, it became evident that the influence of the Southern states was to be disproportionately large in the new administrations; and it was well known that civil service reform had never obtained so strong a hold in the Southern as it had in the Northern, Central, and Western states. The situation, therefore, had some elements which inevitably caused anxiety to civil service reformers; but nine months of the new administration have elapsed, and this League can now congratulate itself and the country on the fact that no advent of a national administration which involved the transfer of power from one party to another has ever occurred in which the principles of civil service reform have been so generally observed by the incoming administration, in spite of pressing temptations to disregard them and several attempts by Congress to compel the Executive to violate them.

President Wilson announced on the 5th of March that he did not propose to see applicants for office in person, unless he himself invited the interview, and that it was his intention to deal with appointments through the heads of the several executive departments. The attitude of the several cabinet officers towards civil service reform therefore immediately became a subject of great interest to the National Civil Service Reform League. In general the cabinet officers, with the exception of the Secretary of State, have seemed to intend to conform to the declaration in their party platform and the well-known opinions of the President; but there have appeared some exceptions to this general policy. The Secretary of State has clearly made or proposed appointments in payment for political services, and some other cabinet officers have given signs of accepting a doctrine which Mr. Bryan publicly favored in 1908, namely, that the national offices should be divided between the two great parties in proportion to their political strength. Acceptance of this precept has been indicated by making some removals, some transfers, and some promotions in the

classified service, in such a way as to bring in or advance Democrats.

One of the most interesting questions concerning the right application of the merit system arose in the post office department in relation to a very large number of fourth-class postmasters. In 1908 President Roosevelt by Executive order classified, that is, put under civil service rules, about 15,000 fourth-class postmasters in the territory north of the Ohio and the Potomac and east of the Mississippi. On October 15, 1912, shortly before the Presidential election, President Taft by Executive order classified all the remaining fourth-class postmasters in the United States, about 36,000 in number. In neither instance were the actual incumbents—who were in the main political appointees expected to render partisan service—required to pass any sort of examination; so that about 51,000 fourth-class postmasters had been “covered in” to the permanent service. President Wilson by an order of May 7, 1913, amended the orders of his two predecessors by providing that no fourth-class postmaster should be given a competitive classified status, unless “he was appointed as the result of a competitive examination or shall be so appointed.” He further ordered that all vacancies in these 51,000 offices should be filled through examination conducted either by the National Civil Service Commission or by postoffice inspectors. Postmasters in office might enter these examinations or not, as they chose. From the eligible lists established by these examinations permanent appointments should be made from among the first three on the several lists, the present incumbents taking their chances of appointment with the other competitors. President Wilson thus departed from the rule which had governed all previous administrations, Democratic and Republican alike, whenever extensions of the civil service classifications were made, namely, that all the incumbents affected by the extension should be “covered in.”

The National Civil Service Reform League had never opposed that practice of “covering in,” although it violated the fundamental principles of the merit system. The League’s reasons for acquiescence in the “covering

in" policy were (1) that to require incumbents to enter examinations whenever extensions were made would have delayed the process of classification with all its resulting benefits, and (2) that if incompetent persons got into the service in this way there were ample means of removing them. On the other hand, the League recognized that the method of dealing with these 51,000 offices put in force by the Executive order of May 7th conformed to sound civil service principles, and might result in greatly increasing the efficiency of the fourth-class postoffices, provided that the order was fairly and impartially executed. It is obvious, however, that it will be within the power of the Postmaster General or other appointing officer to replace the actual incumbent who has passed the examination with the highest rating by either of the other two men at the head of the list. The League thinks that it will cost much time and money to carry out fairly and effectively President Wilson's order of May 7 about fourth-class postmasters; but it regards that order as a sound amendment of the practice under the preceding administrations called "covering in." How it has thus far been executed is not yet known to the National Civil Service Reform League.

It has been reported in the public press that the Postmaster General has decided to recommend the classification of all second and third class postmasters, who number approximately 8,000; and at about the same time the Secretary of Commerce was said to have recommended the employment of 14 commercial attaches at American embassies and legations, to supplement the work of the consular service in sending home commercial information and so promoting the commerce of the United States. These attaches were to be appointed without civil service examination. These reports have been followed by a corresponding recommendation to Congress by the Secretary of Commerce.

In the Department of State the Executive orders of the two preceding administrations have been adhered to, exceptions being made only when, in case of vacancy in one of the higher positions, the President at the time does not find within the service a person entirely quali-

fied. Up to December 1 all previous Executive orders have been maintained in regard to about 30 secretaries of embassies and legations, 22 consuls general, and 50 consuls, all of whom have been appointed, transferred, or promoted through original examination. The administration's record in this respect is therefore without blemish from the point of view of civil service reform. The policy of the administration as to ministers and ambassadors has, however, been different; but the reasons for this difference have not been made public. Out of 11 ambassadors 8 have been replaced, and out of 35 ministers 22 have been replaced, with the result that some men of long experience have been replaced by untrained men. A single illustration of this sort must suffice:— Henry Morgenthau, chairman of the Democratic finance committee, displaced William Rockhill as minister extraordinary and envoy plenipotentiary to Turkey. Mr. Morgenthau was wholly without experience in diplomacy. Mr. Rockhill had been in the diplomatic service for nineteen years, as chief clerk and third assistant secretary in the department of state, minister and consul general to Greece, Roumania, and Servia, director of the international bureau of American Republics, commissioner of the United States in 1900-01 in connection with the Boxer insurrection in China, minister to China in 1905, ambassador to Russia in 1909, and thence transferred to Constantinople in 1911. Of the 22 ministers displaced, 13 had had several years' experience in diplomatic service. None of the 22 new appointees had ever had any experience. As has been already mentioned, several of the appointments of obscure men to diplomatic posts have seemed to the public to be made in payment of political debts; but the public attributes these appointments not to the President, but to the Secretary of State. It is fair to say that some of the new appointments in the diplomatic service were made necessary because the former incumbents had tired of their work, or felt unable to support some of the policies adopted by the new administration. Furthermore, several competent persons invited by President Wilson to take posts in the diplomatic service declined to do so.

It must be said with regret that the action of the administration with regard to the appointment of ambassadors and ministers, like much of the action on this subject in all preceding administrations, goes to establish the fact that in the United States there is no such thing as a profession of diplomacy. President Roosevelt and President Taft succeeded in making the secretaryships in the diplomatic service and the consulships look to many Americans as if they would offer a satisfactory career for intelligent and public-spirited young men, and the action of President Wilson has maintained or confirmed that impression; but it is obvious that the men who take these appointments cannot count on promotion for proved merit to the higher posts, in spite of the fact that Presidents Roosevelt and Taft promoted a few secretaries to be ministers.

Considering the long exclusion of the Democratic party from the government, the number of changes made in the first nine months of the new administration in the unclassified offices, most of which were of course held by Republicans, is within the limits set by former administrations, as the following figures testify:—

(a) Postmasters of the first, second, and third class: the approximate number in the whole service is 8,500; the number of new appointees since March 4, 1913, is 2,572, of which 160 were due to removal, 451 to resignation, 145 to death, 332 to fourth-class offices becoming third class, 17 to change in name of office or of incumbent or because of declinations, and 1,467 to expiration of term. The percentage of change is 30.

(b) Collectors of internal revenue: the total number of collectorships is 67. The number of appointments since March 4 is 36, of which 26 were due to removal, 9 to resignation, and 1 to the creation of a new office. The percentage of change is 54.

(c) Collectors of customs: the new appointments were 24, of which 3 were due to removal, 8 to resignation, 10 to expiration of term, 1 to the establishment of a new office, 1 to death, and 1 to a temporary appointment. The total number of these places at the present time is not known to the officers of the League, because

of the recent reduction in the number of custom houses.

(d) United States district attorneys: the total number is 83, the number of appointments is 30, of which 12 were due to resignation, 16 to expiration of term, and 2 to temporary appointment. The percentage of change is 36.

(e) Registers of the general land office: the total number of offices is 102, the number of appointments 21, of which 4 were due to removal, 3 to resignation, 1 to death, and 13 to expiration of term. Percentage of change is 20.

(f) United States marshals: the total number of changes is 20, of which 3 were due to removal, 9 to resignation, 7 to expiration of term, and 1 to temporary appointment. The total number of these places is unknown to the officers of the League.

The moral to be drawn from these figures is that the United States cannot possibly have a proper civil service, that is, an efficient, honest, and business-like service, until all the higher offices, which are now treated as spoils, have been brought under the merit system of appointment. To achieve this result a self-denying ordinance on the part of Congress is probably necessary.

The attacks on the merit system made in Congress during the year 1913 have proceeded for the most part from members of the Democratic party in both House and Senate; and these attacks have been somewhat numerous. The most serious of them, however, have been defeated or mitigated. Thus, an amendment to the post-office appropriation bill, which provided for the repeal-October 15, 1912, was defeated in the House of Representatives after a long debate, by a vote of 141 to 107, 40 Democrats voting against the repeal. An amendment to cut off the appropriation for the expenses of post-office inspectors in conducting examinations was adopted in the House by a close vote, but rejected in the Senate. The pernicious income-tax collection provision in the tariff bill was effectively opposed by the United States Civil Service Commission and by many business organizations throughout the country, and was in consequence amended, so that appointments should be made under rules and reg-

ulations to be fixed by the Secretary of the Treasury. This League urged the President to issue an Executive order requiring these appointments to be made under civil service rules; but no such order was made. The Secretary of the Treasury issued regulations in October last governing appointments to the income-tax collection force; but under these regulations nothing but pass examinations can be held, so that there will be no competitive system of appointment. Moreover, every candidate is to be asked in what Congressional district he claims legal residence, which is a clear intimation what the real appointing power is to be. The blame for this bad legislation, which cannot but make more troublesome and less productive the collection of the new tax, should fall on Congress; but it is clear that the President did not see his way to oppose effectively in this matter the will of the Senate and House of Representatives. The rider placed by the Senate and House on the urgent deficiency bill was an unblushing attempt on the part of Congress to limit the range of the merit system in the national service, and enlarge the range of the spoils system. To the adoption of this measure the Republicans in the House were uniformly opposed, and 57 Democrats stood by the pledge in the Democratic platform. The votes in favor of this pernicious measure were given by Democrats only.

This League naturally takes strong interest in the question whether the majority of the Democratic party in Congress is going to abandon the policy of civil service reform to the Republican party, which has given clear evidence that it hopes to make civil service reform an important issue in the next campaign. It is noticeable that the seven bills introduced in the Senate to extend the Federal classified service were all introduced by Republican Senators. Thus far, the action of the administration seems on the whole to support the Democratic minority in Congress which remains faithful to the declaration in the party platform.

The progress of the merit system in states and cities during the past year has been very encouraging. California has adopted a civil service law applying to the entire

state service, and the commission appointed under this law began work by refusing to exempt from the operation of the law positions under the supreme court and the bank commission. The state of Connecticut has adopted a merit law applying to the whole state service, and two members of the Connecticut Civil Service Reform Association were made members of the Commission. Ohio has adopted a state-wide civil service law, in accordance with a constitutional provision previously adopted by a heavy popular vote. This law applies to the state, counties, cities, and city school districts. Acting under this law and under the so-called home rule section of the constitution, the city of Cleveland adopted a new charter which provides for the introduction of the merit system. The new charter of the city of Dayton on the city-manager plan contained a civil service section which was of some value, but in details was in conflict with the state law. The city of Springfield, Ohio, adopted a similar charter with civil service provisions consistent with the state law. A good civil service system for the city of Minneapolis was adopted, and the secretary of the commission and the chief examiner were selected through competitive examination. An amendment to the charter of Detroit providing for a strong merit system was adopted by popular vote in April last. A charter amendment providing for a merit system of appointment was adopted in Grand Rapids, Michigan, by popular vote in the same month. The voters of Houston, Texas, adopted on October 16 by a two-thirds majority a charter amendment providing a civil service commission and a competitive classified service, but also an unusually large unclassified service which includes all the principal city officials. An effort made in the legislature to repeal the Illinois civil service law was defeated, as were also several other bills hostile to the merit system. The result of the municipal election in New York City must be counted as favorable to the maintenance of the merit system, inasmuch as Mayor-elect Mitchel. President McAneny, and Comptroller Prendergast are all strongly in favor of that system. The continued advance of the commission form and the city-manager form of government for cities is

favorable to the progress of civil service reform; because almost every city which adopts one of these two forms of government includes in the change some sort of civil service ordinance, often not well conceived or well executed, but still a great improvement on the previous spoils system.

With these strong encouragements from all parts of the country go some discouragements. Thus, merit system bills introduced in the legislatures of Texas, Michigan, and Minnesota failed to pass. Serious attacks were made on the Illinois state civil service law and the Philadelphia civil service law which were very threatening, although they did not ultimately succeed. In New York Governor Sulzer appointed new civil service commissioners, none of whom had any experience in the administration of the merit system. He also used positions in the state hospital service for political purposes. On the other hand, he vetoed a peculiarly bad act of the New York legislature which provided that employees in the civil service could be removed only after a trial with right to a review in court.

The commonest objection to the merit system, urged over and over again by both its habitual and its casual opponents, is the objection that the systematic method of appointments on the results of inquiry and examination fills up the service with men good at passing examinations, a large proportion of whom prove to be unfit for the offices to which they are assigned, and that there is then, under the rules of a classified service, no way of getting rid of the unfit; so that the service of the nation, the state, or the city gets gradually obstructed by large numbers of incompetent persons who have practically secured a life-tenure. This objection has no foundation in fact, either in the national service, or in any well-regulated state or municipal service. In the first place, the custom of appointing on probation is practically universal under civil service laws in this country. Secondly, even when an appointee has passed the period of probation, the head of the department in which he serves has power to discharge him without a trial if he prove unfit; but for the security of the employee, the depart-

ment head must present charges against the unfit employee and give him an opportunity to make explanations. The minutes of this process must be filed in the public records of the department and of the civil service commission. This is the common procedure; but in some services the employees have a larger measure of protection, in others a smaller. Under these conditions, if the head of a department permits his bureau to be clogged with incompetent or superannuated persons, it is entirely his own fault, and not at all the fault of the merit system of appointment. He must be either afraid or unwilling to take the necessary steps to procure the dismissal of his incompetent subordinate. This charge against the merit system, however, is often made by persons who are simply ignorant of the actual condition of things in services managed on the merit system. It is therefore important not only that heads of departments should have adequate powers of dismissal in all services conducted on the merit system, but that the public should know that they possess such powers; and hence all civil service associations, national, state, and municipal, should statedly give the public both by speech and writing, with the aid of the public press, knowledge of the actual conditions. Abundant testimony on this point can always be procured from experienced officials in Washington, Chicago, and New York, or wherever a civil service organized on the merit system has been in existence for some years. A recent inquiry made in Chicago by the Secretary of the Chicago Civil Service Reform Association resulted in statements to the effect that there was no difficulty in disciplining or discharging unfit employees from the secretary of the board of local improvements, the health commissioner, the superintendent of streets, the building commissioner, the first deputy superintendent of police, the city engineer, the city comptroller, and the fire chief.

There is need of a thorough investigation of the comparative results obtained (1) by the method of taking the first man on the list of eligibles, and (2) by the method of giving an option to the appointing power among the

first three men. Given a probationary term and adequate powers of dismissal, it would seem as if the method of taking the first man on the list were the safer in regard to clerical or other subordinate positions, provided that the examinations included careful inquiry into character, education, bodily fitness, and experience. For offices in which personality, manners, and address count for much, there is something to be said for an option among the three highest candidates. Here is an opportunity for careful inquiry by two or three of the several civil service reform associations, which make up this League, acting together.

No merit system of appointment can yield the best results which does not provide a regular, stated method of determining promotions, a method which completely excludes personal favoritism and political influence. That admission to the service is obtained by merit ascertained through careful, impartial inquiry will not by itself make the service an attractive career to the right kind of young men and women; promotions after admission must be obtainable only as results of similar inquiries and of thorough study of individual efficiency records. Partisan or social favoritism must not determine promotions, any more than they determine admissions. Therefore every public service should have a regular, stated, and well-known method of giving promotion through the various grades of the staff. Many civil services in the United States are now carried on without the use of a proper method in regard to promotions, and therefore fail to obtain the best results of a thoroughly organized merit system.

Within five years the American commercial bodies—the boards of trade, chambers of commerce, and commercial or merchants' clubs—have taken a stronger interest in civil service reform than ever before. They have apparently perceived that the merit system in public service is the only business-like and democratic method of obtaining good public servants, just as it is the only way of obtaining proper servants for commercial, industrial, and transportation organizations; and they have

therefore begun to exert their powerful influence in favor of the merit system in public administrations and against the perpetuation of the spoils system. Their influence has been strong enough to bring about this reform in the consular service, and there can be no doubt that if effectively exerted it could shortly redeem from the effects of the spoils system the post office, the customs and the internal revenue, the treasury, and the entire departments of commerce and agriculture; for with the honest and efficient conduct of all these branches of the national administration American business is deeply concerned.

This League must continue to occupy itself actively with all means of eradicating from our public administration the large remnants of the patronage or spoils system. Some 9,000 valuable and influential offices in the national service are still party or personal spoils, and these offices are those whose salaries and powers are attractive, and which place a large money-power in the hands of bosses and politicians. Their salaries and perquisites supply the corruption fund of every boss or patron. The boss is the best patron, because his tenure is longest. The senator is the next best, and the representative in Congress is an efficient third. Governors and mayors can exert evil influences in proportion to the length of their tenure. A political machine stands next to a boss as a valuable patron, and in some respects is superior to a boss, because it neither dies nor resigns. The American people clearly desires to abolish the entire political patronage system, but does not seem as yet clearly to recognize in all parts of the Union the plain fact that to abolish the spoils system it is essential to adopt throughout all the public services, national, state, and municipal, a democratic and business-like merit system. It is an important function of this League to urge this doctrine on the people at every election and before every legislature.

It has been pointed out before in these annual addresses that the American executives often, though not always, seem to understand better than the legislatures the wishes of the American people in regard to the intro-

duction of the merit system. This has been the case in the national government for the last twenty years, and is true of the present national administration.

This League observes with satisfaction that in many recent elections, city, state, and national, the possession of the offices has failed to promote party success. Some personal successes are from time to time promoted by influence over present or recent possessors of public offices; but in many cases the party which held the public offices has failed in critical elections. Thus, in the last Presidential election the Democratic party held very few national offices. The Progressive party held but few, although it could avail itself of the services of many ex-officials. It was the Republican party which held most of the national offices all over the country, and yet was heavily defeated. It has become clear that the voters distrust the presence of office-holders in nominating conventions, and dislike political machines made up of office-holders. All civil service reform leagues and associations cordially welcome these manifestations of political sagacity on the part of the voters and their appreciation of the merit system as means of destroying the money-power of the boss, the machine, and the wire-pulling politician.

Finally, this League must steadily try to bring home to the whole people the principle that reform in the civil service is the fundamental reform on which all other improvements in national, state, and municipal administration depend. More and more the functions of every governmental administration become sound business functions, which require for their effective discharge honest, intelligent, and well-trained administrators and servants. Inefficient, dishonest, wasteful, and unskilful servants cost the community heavily in health, comfort, industrial productiveness, and the genuine satisfactions of life. Only a merit system of appointment and promotion can produce a service capable of maintaining and increasing the public welfare and the common happiness. Only a merit system is consistent with rational democracy.

Address

HONORABLE SIMEON E. BALDWIN, GOVERNOR OF THE STATE
OF CONNECTICUT

It is now thirty years since Congress took the first real step in civil service reform.

John C. Calhoun had said, in 1835, that whenever the federal office holders should come to exceed 100,000, the people could not resist them for six months and the friends of liberty might surrender in despair. He did not give credit enough to the good sense and practical shrewdness that help to make up American character. During the next half century the number of federal office holders did rise above 100,000, but the friends of liberty did not sink in despair. They rallied to the support of the cause of which this League was and is the chief exponent, and carried through a statute which, on the whole, has proved a remedy reasonably sufficient, although the list of such positions now includes about 400,000.*

The "merit system," however, as applied to examinations, can never be a test of moral character, and high moral character is almost the greatest thing to be desired in a government official. Education does not presuppose it. Education can do little towards creating it.

The Chinese, since a time long before the Christian era, have made the Confucian ethics a main subject of instruction, and that proclaims the Golden Rule. They have also had an exacting system of competitive examinations, as respects candidates for public office. Until recently it was largely confined to what Confucius and Mencius had taught. Nevertheless, the Chinese office holder has been generally corrupt; often inefficient; always fossilized. He could recite an abundance of Confucian texts, in praise of virtue; but his virtue was for

* 391,000 on June 30, 1911, of which 227,000 were subject to civil service rules.

sale. He was familiar with that which declares: "Let a man who is living in the present age go back to the days of antiquity, and on the persons of all who act thus calamities will be sure to come," but to him the ways of antiquity were the only intelligible ones.

We have a good deal to learn from the history of China as to modes of preparation for the service of government. Examinations, though honestly and impartially conducted, have often proved a very insufficient test of fitness. Public examinations have no solid basis, unless supported by public education. Under the apprehension of failure in them, proficiency in good manners can be attained by memorizing a book of rules, but no such book can inspire energy and power in the discharge of official duty. The man who ranks highest in the examination room may be the man who ranks lowest in capacity to fill a public station well.

But with all this, President Martin of the Imperial Tungwen College has given it as his opinion that her system of examination has "done more than anything else to hold China together, and help her to maintain a respectable standard of civilization." * It had great influence in re-shaping, sixty years ago, the modes of admission to the civil service in Great Britain. It has had great influence with us; in one respect, I think, too much. It has tended to make us put undue emphasis on the worth of examinations, as compared with other sources of information for ascertaining a man's general ability and character.

To avoid the chance of favoritism, we may have gone too far in binding ourselves so strictly by their result. A man may come out first because he has a knack at cramming, or has been particularly well "coached," who has little else to recommend him. It is certain that, so far as may be, more weight should be given, in official appointments generally, to natural gifts than to acquisitions from education. They have a deeper root, and bear more fruit.

This fully justifies our departure from the Chinese

*A Cycle of Cathay, 43.

practice, by declining to examine all who apply. It is proper, and in many cases even necessary, to exact a written recommendation of each, by some one who knows him fairly well. For similar reasons, when the final reasons have been sent in, we must allow considerable latitude in the ultimate selection, so that men whose rank in the examination was lower than that of some of their competitors, may be nevertheless preferred above them.

So we are wiser than the Chinese, in admitting to many offices, absolutely without examination.

The notion of a caste of office holders is happily foreign to the American mind. It can hardly do, for instance, so much as to inquire into the reasons for the Chinese rule that no one can be a public officer who has ever occupied a menial position, or whose father, grandfather, or great grandfather ever occupied one. To exclude those who had not passed a certain kind of examination from all appointive offices, would be like excluding all who were not college graduates. It would often put a man in a confidential relation to another, whose confidence he could not command and did not merit. To elective offices any such rule would, of course, be, in its nature, inapplicable. The choice of the people must be free.

What is the future of this League?

Our proper field, as a national body, seems to me necessarily limited. It must be confined to the promotion of the spread, the insistence on the truth, of our general doctrine, without urging uniformity in detail. There are civil service measures that might suit the traditions and ideals of one state or city, and yet be utterly incompatible with those of another. There are others that in the same locality would meet with acceptance with some and rejection by others. Our usefulness is jeopardized unless we refrain from making specific recommendations for particular kinds of legislation, as to the expediency of which, in the jurisdiction to which they would appertain, there may be an honest difference of opinion between well-informed and fair-minded men. We shall always do our best work in keeping alive the public interest in our one

central principle—the preservation and advancement of the merit system for public office.

The State Associations may particularize. We are strongest in generalization. But all friends of a better civil service must be on their guard against the endeavor to make examination papers too exacting, or too stereotyped in purpose. Over a hundred and five thousand persons were examined in the year ending June 30, 1911, for positions under the United States. Seventy thousand of them, or roughly two-thirds, attained a pass stand. This speaks on the whole well for the practical character of the tests made. Some offices call for a well-stored head; others look primarily for a man with strong arms or a good pair of legs.

In June of this year we adopted, in Connecticut, a civil service act which is in general conformity to the principles to which I have referred.

It exempts from examination, besides officers elected by popular vote, all appointees of the Governor, or legislature, or either branch of it; all election officers; heads of departments; court officials; all domestic servants and unskilled laborers, and inmates of public institutions, to whom the superintendents may assign minor duties. In regard to this I may add that we have a practice of employing in such ways some of the insane in our asylums, the inmates of our old soldiers' home, and the convalescent patients in our hospitals. A small compensation is allowed in some instances. The result has been better health for those so employed, and a saving to the state in wages that would otherwise have been paid to others.

The civil service commission has discretionary power also to exempt the first assistant in any executive office, private secretaries or stenographers, and physicians in public institutions.

The purpose of the act is declared to be to select and promote with a view solely to the man's proved ability to perform the duties of his position more efficiently than any other candidate therefor.

The rules of the commission are subject to the approval of the Governor, except as otherwise provided.

It is so provided that all promotions shall be made

from a list of not more than three, prepared by the commission, and consisting of the three who ranked highest on a basis of merit in service, seniority in service, and a special test, similar in general to that prescribed for original applicants. All appointments are on probation for a certain period of time, at the end of which the appointing authority can discharge the appointee at will. He cannot afterwards be discharged except for reasons satisfactory to the commission.

The conditions governing original appointments are not laid down with quite the same precision employed with reference to promotions; a considerable latitude in framing rules applying to this subject being allowed to the commission. It is to prepare a register of those found, on suitable tests, eligible to appointment. To be eligible, candidates must take a certain pass stand; and the list puts them in the order of this rank in examination. Only those are admitted to examination who come within the rules of the commission as to residence, age, sex, health, habits and moral character. The tests must be practical and may include such as bear both on mental and physical qualifications.

No test is to be required of any who are already in the state service, and have been for not less than six months. For those who have served for a shorter period only, a pass examination may be prescribed.

The commission is composed of three persons appointed by the Governor, not more than two to be members of the same political party. The term is six years, one-third going out biennially. They receive their necessary expenses but no pay. Their secretary, who is the chief examiner, has a salary.

It has been said that the great distinctive feature of modern times is the mastery of the state over other forms of social organization. In early ages the family had been the master in control; a little later the church had dominated; now it was the state.

It has therefore become doubly important that those through whom the state discharges its usual functions should be capable for that work. Civil service reform,

as an aid in that direction, has an increasing value every year.

The number of placemen serving the United States has grown of late fully in proportion to the extension of national legislation into new fields. Some bureaus now do more work than departments formerly did, and work affecting more closely the individual citizen. Our reputations, our business, our liability to suit by the government are vitally affected by inquiries and reports of special investigators holding subordinate positions.

Those who act on these reports can generally have little or no personal knowledge of the character of the men to whose doings and affairs they refer. The country has become too vast and populous for such knowledge, in ninety-nine cases out of a hundred, to be so much as hoped for. It is coming to be the same in the larger states.

Under these circumstances, the greatest safeguard of the American people against injustice suffered from undue governmental interference with their daily life, is a judicious and intelligent selection of civil servants. If there be a better way of accomplishing this, than that for which this League and the affiliated societies in the different states exist, I do not know it. What we have won we must be vigilant to keep. The great object of endeavor, always and everywhere, is that there shall be no backward step.

The Growing Functions of the State and How They are to be Met by the Merit System

HONORABLE GARRETT DROPPERS, MASSACHUSETTS CIVIL SERVICE COMMISSIONER.

Our forefathers of the Revolution were uncompromising in their opposition to the arbitrary interferences of government. Living under relatively simple economic conditions, in which the first and almost only duty of every citizen was to conduct his work with industry and economy, they resented the meddling of a complicated and semifeudal government, widely removed from them. So far as the Revolutionary fathers could judge from their own experience, they wanted but little from the government—hardly more than a few simple rules for the administration of justice. They distrusted the executive and after the Independence gave the executive as little authority as possible, relying mainly upon a legislature made up of representatives of the people to secure them in their rights. John Adams voiced the aspirations of his time when he declared that "Government is a plain, simple, intelligible thing, founded in nature and reason, quite comprehensible by common sense."

In the opinion of the fathers the elements that entered into the structure of a progressive society were simple and comparatively few. These were: the largest amount of individual energy and self-interest, only a minimum of government to interfere with the individual activities, administration reduced to a few comprehensible purposes and local rather than national government. "To make a man and let him be, that's the American idee."

During the period of the formation of the Constitution there was some slight reaction from the original view, but there always remained a strong undercurrent in its favor. Public opinion did not favor an increase of government services. The internal revenue system of the government established in Washington's administration

was abolished by Jefferson, and thereafter, with the exception of a brief interval during the War of 1812, was never again a part of the taxing system of the United States until the outbreak of the Civil War. The Second United States Bank, which, though not a Government bank, received its charter from the Federal government, was abandoned in 1837 and the business of banking, whether of notes or of deposits, was left to the tender mercies of the separate states. In 1846 the Independent Treasury System was devised, removing the government moneys entirely out of the channels of ordinary banking and business. The constitutional objections to a policy of internal improvements by the Federal government gradually strengthened, the system of duties on foreign goods was greatly simplified and the Federal government was at last reduced to its most elementary functions.

It may be supposed that as the Federal government withdrew from its various activities the state governments became stronger and exercised many of the abandoned functions. But this conclusion by no means follows. The states were under the same influences as the national government. In many instances they subsidized canals and railroads, but always with a view to making these enterprises self-sustaining and independent corporations. Even in the matter of road building we were behind European countries of the same rank and civilization, preferring to go without certain benefits than to exercise the direct powers of the state or to secure certain utilities by expenditure of the people's money.

From the year 1846 to 1861 we may take it that so far as perfection can be attained at all in any ideal of government an almost complete realization in the United States of a certain ideal of government was attained. There was a normal equilibrium established in the relationship between the powers of the government and the activities of the individual. As has been stated, the former were to be as few and inexpensive as possible, leaving to private enterprise the utmost latitude. The so-called voluntary activities were extolled during this period in our country as perhaps at no time in the history of the world. Private enterprise and competition were the supposed remedies of

every real and imaginary evil. When real clashes occurred in society as between capital and labor, or let us say between an injured workman and his employer, the only remedy so far as the government was concerned was an appeal to the courts. In the course of time the executive and the legislature had but little business on their hands, but the courts were always overworked. It is for the reason that we distrusted the executive branch of the government, the only power that can accomplish anything, and refused to let it perform its necessary functions, that the judiciary and what is vaguely called legalism have been so abnormally developed in this country. The United States has more lawyers and courts per capita than any other civilized country and today this profession is curiously regarded for the most part as a not unproductive industry. The American people during this earlier period believed that they had a superior form of government to that of European nations. They believed that they were free and would remain permanently free from those puzzling industrial, social and political problems so disturbing to the more complicated society and politics of European nations.

It is scarcely to be wondered at that under such a theory and practice of government the idea of a permanent class of office holders was repellent. Government touched the affairs of so few individuals and had so little connection with the concerns of the people that the government service did not require a body of permanent or trained officials. All initiative and progress were supposed to reside in the individual—far better that he be called from the ranks to perform temporarily this official task than that we run the risk of having a body of bureaucrats who might secure power and thus interfere with the free activities of the people. An official class was deemed to be inconsistent with the ideals of a free democracy. Hence, rotation in office—or the spoils system as designated by its enemies—was the logical outcome of a political ideal,—an ideal that the functions of government were after all incidental and negative, rather than substantial and constructive.

This idyllic period of American democracy was rudely disturbed and in a measure crushed by the Civil War. During that eventful struggle the activities of the Federal government were immensely increased by the necessities of the war. The internal revenue system and the national banking system were introduced. Both placed new burdens upon our government and required an increase in the number of officials. But this was only the beginning. Step by step after the Civil War was over the Federal government added functions which were in no wise the direct result of the Civil War. There was a slow but no less sure transformation in the political point of view. The government made appropriations in aid of scientific agriculture. It undertook works of reclamation and irrigation. It established a policy of conservation. It entered the field of public health and finally undertook the task of regulating the great public utilities. Today we have a vast Federal machine, some of us may think even excessively so, that either investigates or regulates or executes a great number of functions in behalf of the public welfare. So far have we departed from the earlier conception of an attenuated government and *laissez faire* that by the year 1887 Henry C. Adams could take the position that "government activity and individual activity were both real co-ordinate functions of a growing society." And Francis A. Walker, who had started with a strong belief in *laissez faire*, so far modified his position that he was able to declare "a large practical gain to the order of society would in the long run result from the interposition of the government."

Nor has this extension of powers been confined to the Federal government. Our state and city governments have multiplied their duties and activities in almost the same proportion. All the more advanced states of the Union are not only passing legislation affecting the welfare of the public, but actually administering by authority of officials large duties that to a greater or less extent affect the property and persons of the state. The process has gone on so slowly and gradually that many people are still hardly aware of the extraordinary change that has overtaken American society in recent years. Yet it

amounts almost to a revolution when we compare it with the earlier state of affairs. In respect to all these new forces Massachusetts, while not perhaps occupying the foremost place, is very near the front rank. One of the very latest evidences of the increase of the state functions of Massachusetts is the law providing compensation for industrial accidents. To administer the law the state has established a board with a full equipment of investigating officials. The existence of a branch of the government with such extraordinary powers would have been extremely obnoxious to the Americans of a century ago.

The government of our cities and towns has become more complicated and expensive. As our population has increased and our urban centers have become congested all sorts of evils demanding the interference of the government have become manifest. The number of municipal officials has steadily advanced and in addition to the regular force of officials we have today a large number of men and women who are giving their best intelligence and energies to the work of social welfare, but remaining entirely outside of the official ranks. Nor are the signs propitious that we have reached the limit of this tendency. If one will but look impartially at the political situation he will observe that there are pressing demands for other measures of social betterment, all of which will serve to emphasize the fact that the functions of government will never again diminish. This is not a characteristic peculiar to our American society. The same tendency is observable in all civilized countries. It is a complete change of front from the point of view prevailing a century ago. The government instead of being regarded as an instrument of oppression is now regarded as a most powerful weapon in behalf of individual and social welfare.

All this is by way of a long preface to my limited and humble theme.

How in a democratic society in which all power lodges ultimately with the people are the men and women to be chosen who are to administer these large and growing responsibilities? They cannot be elected to office by the direct votes of the people, for such a process is every-

where recognized as impossible. It would swamp the capacity of any constituency. One could not see the woods for the trees. Nor can we rely upon the authority of a recognized class to suggest such appointments, an arrangement that still obtains to some extent in some of the countries of Europe where appointments to certain offices are often made by a small group of men who hold their power by virtue of birth or wealth. Least of all can we rely on the ancient *laissez faire* device of rewarding party workers. This method, which may have operated successfully under the negative system of government of a century ago, is utterly at variance with the modern interpretation of the province of government. The spoils system would serve to corrupt the administration and in the end to alienate public sympathy from all these measures. It would fatally injure the cause of welfare legislation.

Each one of these methods of selecting administrators has its advocates and something may perhaps be said in defense of each. Yet in the final result it will be found that the method is either wholly inconsistent with the spirit of American institutions or fatally defective in respect to efficiency, honesty or economy. The true solution of this difficulty must be in harmony both with democracy and with efficient administration. The tax payers must secure an adequate return on their outlay and the people must be assured that no special privilege will be granted to an individual or class. To secure both of these results there is but one method, namely, to enlarge the scope and purpose of the civil service system, making appointments that are based on experience, intelligence, character and energy. The public service should offer a career to any man on the same terms that a private profession or business does. It should reward those who are ambitious to serve the public in the administrative work of the government, without regard to party affiliations or party designations.

So far the civil service has accomplished a good deal for public decency, but, it must be confessed, the system has fallen somewhat short of the expectation of its earlier supporters. Despite the fact that solid advantages

have been secured, there is a sense of disappointment that the results have not been more decisive. But the remedy, in my opinion, is not far to seek. We have restricted for the most part the ambition of civil service appointees to the mere routine work of government. The higher ranks of the service are still in the main to be filled by political appointments, with the result of artificially stimulating political workers and of depressing the rank and file in the service. The net result is undoubtedly a loss to the public service. As an illustration of the waste and inefficiency of the spoils system we have but to consider the present method of appointing postmasters. At each change of administration in any one of our cities a half score of men waste time and energy in securing signatures, manoeuvring for position and inventing devices so as to secure this office. Generally the successfully candidate has no experience and is not in any sense conspicuously fit, yet the character of this office has vastly changed even in recent years. In the near future the post office promises an enormous augmentation of business and if this result follows we have the right to assume that postmasters must be men able to conduct large business affairs, and familiar with the character of postal work; in other words, that they are first-rate administrators. Why should not the chief directors of our post offices in our cities and towns be men who have been trained to the business? Why should the ambition of the whole force under civil service be restricted to the lower offices?

Publicists in this country have pointed out that a fair division of the public offices may be made into two groups; the first, political, having to do with public policies and principles; the second, administrative, having to do with the execution of policies and of the business of the government. While there may be some overlapping between these two classes, yet the line of demarcation between them is fairly distinct. The latter offices should be established as far as possible on a civil service basis and appointment even to the foremost rank be open to those in the service who have the skill to fill them.

The conclusion of the matter is, that we must meet

the demands of the coming day in a competent fashion. It will be admitted as beyond question that the administrative work of government is done more effectively in European cities and states than in those of this country. To some, our deficiencies are an inevitable fault of democracy, but one generally finds such critics anti-democratic in nearly all their views. To others this defect is regarded as a result of pioneering conditions in the United States which will pass away when we have attained the advantages of age and experience. In truth the cause lies elsewhere. While the facts of government have been revolutionized within recent years in this country, we still cling to the remnants of an outworn conception of government of a century ago. We are unwilling to organize the administrative branches of our government so as to secure effective work from the administrators. When the public becomes clearly aware of the revolutionary change that has occurred in the nature of our government then it will demand most of all a body of men who will follow the work of administration as an honorable career and not as a reward for party success.

If I have correctly outlined the altered conditions that now confront the American people, it must be clear that the scope and purpose of the civil service commission must be definitely broadened. I do not propose to discuss the finer points of this question. It is sufficient to note that the civil service examinations must cover subjects never before touched upon. Hence the need of a large force of trained and practical examiners. The question of adequate examinations—examinations that will really test the candidates and serve to bring to the front a competent and broad-minded body of administrators who see their duties as part of a large scheme of social amelioration is of fundamental importance. How are we to secure men who are able to pass on proper housing conditions, to examine machinery and safety devices or to decide whether conditions of sanitation in our factories are adequate? Merely to put the question indicates the difficulty. Nor do I propose to enter into a discussion of the question how far examinations are necessary in the upper grades of the service after the candidate has completed



a certain amount of training. It may well be that written examinations after preliminary tests have been passed are unnecessary and that appointments should be freely made by heads of departments. The point I wish to emphasize is that the old order of political appointments is more than ever an anachronism—even more so than twenty-five years ago. If we wish to put our country on a level with the most advanced nations of the civilized world we must secure a body of administrators who will look forward to a life of official activity. Advancement in the service must be based on merit and not on political pull and no arbitrary limit should be placed on the career of a faithful public servant. Only in this way can the American people hope to realize their present ideals of public welfare or attain an enlightened social state.

Preliminary Report of the Special Committee on Removals in the Civil Service

Introduction

The subjoined draft of a report on removals in the civil service has been under consideration by a Special Committee on Removals of the National Civil Service Reform League, and, in the belief that it contains valuable and constructive suggestions for the working out of this difficult problem, which has been the subject of argument and debate since the passage of the first civil service law in this country, it is, with the authority of the Council of the League, published for the purpose of serving as a basis of further inquiry and discussion. It should be fully understood that this is merely a preliminary report by the Committee, which has been received by the Council without approval or disapproval by that body, and that it will be made the basis of further study by a committee which is to report to the League at its Annual Meeting at the end of 1914.

Respectfully submitted,
ROBERT CATHERWOOD,
JOSEPH P. COTTON, JR.,
HENRY W. SPRAGUE,
ELLIOT H. GOODWIN, Chairman,

Briefly to review the position of the League, it started out with the doctrine, so epigrammatically announced by Mr. Curtis, that if the front door was properly safeguarded, the back door would take care of itself; in other words, where the merit system was in force there should be no thought of restriction upon the head of department in the exercise of the power of removal.

We are not aware of any other position being formally adopted by the League until 1897, when it approved the new rule in the Federal service issued by President McKinley, which, in substance, required the statement of

reasons and an opportunity to reply in writing. In 1905, when President Roosevelt modified this rule by taking away the opportunity to reply, a committee on removals was appointed, which recommended the restoration of the rule, pointing out that the head of department retained full discretion as to removal after the procedure had been complied with and that this, therefore, was not a restriction on removal, but rather a requirement for an orderly procedure and a record in cases of removal. Since that date the League has not changed the stand then taken.

Looking at removals from the administrative side, however, we find matters have progressed much more rapidly. The first commission under the law of 1883 recommended a procedure requiring reasons and an opportunity to reply, and this recommendation was repeated frequently afterwards and once at least while Mr. Roosevelt was a member of the commission. This procedure was inserted in the New York charter. Members of the classified service in police and fire departments acquired a right to trial, and this has been slowly extending to other branches, accompanied with a greater or less right to review of removals in the courts. Veterans of the Civil War as a preferred class acquired years back in some jurisdictions a right to trial and review by certiorari, while in New York this has been extended to veterans of the Spanish War and veteran volunteer firemen. Civil service reformers in Chicago drafted, and have always stood by a civil service law which provided for a hearing before the civil service commission itself on removals, and some other western commissions have gone far in the same direction. In the Federal service in 1912 the procedure which rested previously upon Executive order was made statutory for all classified competitive employees, so that it will be impossible for the courts to rule in the future, as in the past, that they had no jurisdiction to review on the ground that the rule was purely executive and only to be enforced by executive authorities.

There has been a growing feeling on the part of civil service commissions that the procedure advocated by the League in 1905-6 is not adequate and the commission

should be given greater jurisdiction in matters of removal. This view has been shared by some of the leading civil service reformers. Decisions of the courts as to the extent to which they would review the action of the head of department in making removals under this provision have differed in various jurisdictions and some of these decisions have been extremely unsatisfactory. The clearest decision as to just what this clause means has been given by the Court of Appeals in New York in the case of *Kennedy vs. Brady*, supplementing and superseding a line of previous decisions. In brief, it was held that if the alleged cause for removal was sufficient in the judgment of a reasonable man to justify removal and the procedure had been strictly adhered to the court would not review. This leaves the serious loophole that an unscrupulous head of department may remove a classified employee at any time by a false charge, for the court will not inquire into the truth of the cause alleged.

Chicago, with its commission acting as a trial board, did not achieve success for many years owing to the fact that the commission regarded itself as a court, adhered to a considerable degree of legal procedure and legal presumption, permitted to some extent the head of department to be put on trial, and allowed counsel and witnesses, so that trials would drag on in perfectly clear cases of misconduct, until this method came into considerable disrepute. But for several years past the Chicago Commission has regarded itself as an administrative board or disciplinary board—not as a court. It seeks prompt action in the interest of good administration and efficiency, uses its discretion in allowing counsel and witnesses, gives to the administrative head of department the presumption he is entitled to and grants to the employee his day in court. It avoids the baneful results on discipline which come from having an employee who has been removed by the head of his department reinstated by a co-ordinate branch of the administration by requiring the heads of departments to submit merely specifications regarding inefficiency or misconduct without any recommendation as to penalty, the commission itself finding in

the first instance what penalty, if any, should be applied. This change in policy has had strikingly good results and seems to point the way toward a more satisfactory solution of the difficult problem of removals in the civil service.

The procedure advocated by the League in 1905-6 has earned some disrepute through reviews by the court wherever they have been granted, principally because of the long delays involved, during which time the head of department cannot fill permanently the place of the man removed, while at the expiration of the case the city or the state may be called upon to pay doubly for the service performed during the interval, once to the person appointed to fill the vacancy and a second time to the man whom the court has found to have been unjustly removed. Again the very frequent review by the courts in the case of policemen and firemen and veterans of various classes, with like direful results to good administration, have inevitably been confounded in the public mind with the administration of the merit system.

All the above is submitted as reasons for the League seeking to take a new position in the matter of removals, but the most pressing one is yet to be mentioned—the activity of the employees themselves with the results they have obtained. This activity is present in all civil service jurisdictions.

Employees naturally seek permanency of tenure. Their numbers give them great political weight and they have made the most of the injustices existing under present systems of removal. Where there has been no procedure required it is not difficult to find individual cases of arbitrary removal for political or personal reasons. Where the system advocated by the League in 1905-6 has been in force individual cases of unjust removal have occurred in the Federal service and elsewhere because the rule permits an unscrupulous appointing officer to remove a man on charges which are not true. This has been used to great effect with members of the legislature and with the public.

Working with such weapons, the organized employees have obtained in Massachusetts a provision giving them

on removal a right to public hearing and to answer charges either personally or by counsel, against the opposition of the Massachusetts Civil Service Association. In Congress in 1912 they succeeded in having the removal rule made statutory against the opposition of this League. In New York for several years past a bill has been pending which would give to the ordinary competitive employee the same right to trial and review by certiorari now enjoyed by the veterans. This bill passed both houses in the last session and was only defeated through a veto by Governor Sulzer. It is by no means killed. In other jurisdictions there has been a decided tendency to increase the restriction on removals.

Unless the League is led to change its position and to seek the enactment of laws or rules which go further in the protection of the employee against unjust removal, it will see the passage of laws that are fatal to efficiency granting court review passed in one jurisdiction after another. On the other hand, this tendency can be offset and defeated if the League and its affiliated organizations would advocate a procedure on removal which meets the obvious and telling objections to the procedure that it advocates.

Laws granting court review are fatal to efficiency and wholly wrong in principle. Their passage has come about through the fact that administrative courts are not recognized in this country and through the failure to perceive that removal is as much an administrative function as appointment.

In appointment under the civil service law the commission performs a function formerly regarded as of a quasi judicial nature when it decides whether a particular position shall be subject to competitive examination or not. Since 1894 the New York State constitution has declared that a position should be classified as competitive in every case where competition was practicable, and it was at first supposed that in the last analysis the question of practicability would be passed upon by the courts. The early decisions followed that direction, but in later years the highest court, after squarely reversing itself, laid down the rule which still obtains that the commission in fixing a classifi-



cation performs an administrative function; that its decision will not be subject to review if based on reason, evidence and experience, whether the court agrees with its finding or not, and review can only be obtained through writ of mandamus. Although contrary to their original purpose and expectation, civil service reformers in New York were pleased with this decision when it finally came, for they had found by experience that the commission as an expert body was inclined to give a greater scope to competition than were the courts. Finally, the advantage was recognized in securing a prompt decision of administrative questions, which allowed heads of departments to proceed at once in organizing or reorganizing their departments.

These facts have a significance for the handling of removals. Removal, being an administrative function, should be handled by an administrative body. Judicial procedure, judicial appeal and judicial presumption should have no place in it. A court must apply full judicial procedure to every case and it has no choice but to sustain the appointing officer or to reinstate the employee. Where it has found that removal was not justified it cannot do less than order the full reinstatement of the accused, although it may believe he was to some extent at fault and deserved punishment.

Under court review of removals, the position of the head of department will be pitiable. A power to remove subject in every case to review by a higher authority, with the chance that the employee whom he has charged and removed will be reinstated against his will and become a sore spot of insubordination in his department, is of no value at all as a measure of maintaining discipline. Court review means the trial of the head of the department as well as the removed employee, and under such circumstances the ordinary head of department cannot be expected to make removals even in flagrant cases.

The plan submitted below is for an administrative board, which was arrived at after the study of the system of court martial and the Chicago system of removals.



**Draft of a Plan for the Regulation of Discipline in the
Competitive Service**

1. **Disciplinary Board.** A disciplinary board shall be made up of at least three persons as follows: (a) three civil service commissioners; (b) at least one civil service commissioner (or a representative of the commission appointed by the commission) and also a representative of the legal department and a representative of the competitive service of at least equal or higher rank than the person against whom an offense is alleged, both such representatives to be selected by the civil service commission.

2. **Offenses.** Except in so far as specified by law, the civil service commission may determine what shall constitute inefficiency, offenses against discipline or good behavior and may fix as penalties reprimand, to be made a matter of record, fine, not exceeding thirty days' pay, or suspension without pay for a period not exceeding thirty days, or both, reduction in rank, grade or compensation, or removal from the service. In fixing the penalty the commission shall take into account the previous record of the person charged with an offense.

3. **Cognizance of offenses.** The commission may take cognizance of offenses when occurring under the notice of the commission itself or any member thereof, or of any member of its staff, when called to its attention by a citizen, or when specifications are presented to it by the superior officer of the alleged offender. It shall be the duty of each superior officer to report to the head of department and for the head of department to report to the civil service commission any inefficiency, dereliction of duty or misconduct on the part of a subordinate, and failure to perform such duty shall constitute an offense when committed by a person holding a position in the competitive service and shall constitute sufficient cause for removal when committed by a superior officer holding a position outside the competitive service. No superior officer in reporting to

the commission inefficiency, dereliction of duty or misconduct on the part of a subordinate in the competitive service shall submit any recommendation in regard to findings or penalties in connection with the specifications transmitted.

4. Functions and powers of disciplinary board. The disciplinary board shall sit as an administrative board to receive and act upon specifications and complaints against officers and employees in the competitive service. It shall keep such record of its proceedings as it may deem necessary to good administration. The complaint or specifications shall be read to the person against whom an offense is alleged and he shall be permitted to make such explanation as he desires to submit, except that the board may rule out such matter as it may deem irrelevant or immaterial. If upon the completion of the explanation the board is not ready to make a finding, it may, in its discretion, permit the employment of counsel or may summon witnesses to testify as to particular points, but at any time after the explanation has been completed the board may declare the hearing closed and proceed to a finding.

5. Finding and penalty. The findings of the trial board shall be final when approved by the civil service commission, which shall have the power to modify, increase or diminish the penalty recommended by the trial board, if any, provided that the action of the commission in recommending removal from the service shall be subject to the approval of the mayor (or governor in state or head of department in Federal service), who shall, in his discretion, have power to reduce the penalty.

6. Suspension. Upon taking cognizance of a complaint or specification, the commission may suspend the person against whom the offense is alleged without pay pending hearing and determination, but in no case for a longer period than thirty days, and if the final determination shall be that no offense has been committed, the officer or employee shall receive full payment for the time he was under suspension.

7. **Action reviewable only by mandamus.** The action of the disciplinary board, the civil service commission and the mayor in matters of inefficiency or discipline under this section shall be reviewable by the courts only on writ of mandamus on the question whether the procedure prescribed by this section has in all essential respects been complied with.

Discussion of the Report of the Special Committee on Removals in the Civil Service

Robert Catherwood, President Cook County Civil Service Commission:

Last evening President Eliot in his annual report mentioned some ten heads of departments in Chicago whom he had had interviewed; all stated they had no difficulty in removing their employes from the classified service for cause. Now, not one of those heads of departments has the power to remove his own men; removals are made by the Civil Service Commission. There are about fifteen civil service commissions in the west which have practically exclusive power of removal.

If there is one section of the civil service law upon which employes and the public, department heads and civil service commissioners, all seem to be agreed in Illinois, it is this central trial board section. It has eliminated the trouble, friction and quarreling that we see where the injustice is permitted of allowing a man to be removed by a political officer who is not an expert on the question of inefficiency.

May I ask your attention for a moment to a consideration of fundamental principles? The appeal which the merit system makes to the public lies in four chief ideals or principles.

First, it strives to attain and to assure efficiency; it clings tenaciously to the doctrine that under each and all of a long line of elective officials and a changing panorama of policies, the daily work of government must be well done; the dollar's worth of taxes must bring a dollar's work of results. It regards good administration as a necessity, as a fixed, permanent, and sacred obligation.

Second, in its promise of democracy; the teaching that public offices and places belong of right to all of the people, and not to part of the people; that victory at an election confers no rights to the spoils of office; that re-

ardless of party affiliations every man and woman in the country should have an opportunity to prove personal fitness and ability for office, to possess office and to hold office so long as he or she is efficient, without reference to the special factional and political interests, whose quarrels over patronage and whose calm assumption that they alone possess the offices have disgusted the plain citizen.

Third, the merit system promises to make popular control of the government a reality by reducing the number of elective offices to a reasonable compass—to short ballot dimensions,—including in the elective class only general political policy making offices; by prohibiting the use of public employees in elections, and by eliminating patronage contests from elections, so that voters shall be able to choose intelligently from a reasonable number of candidates and to make their views upon political issues felt.

Fourth, the merit system stands for certain employment ideals—ideals of justice towards the worker, recognition of his moral dignity, the ideal that the government should set an example to employers generally of how to be fair and just to employes.

In short, the merit system is an expression of ideals of just and efficient democracy in the public service.

Friends of the merit system have no cause to complain of the lack of popular support. Wherever the people have had an opportunity to vote in favor of the merit system, they have done so. The disappointments and setbacks have not come from the people. Often they have come from the doubt and suspicion with which civil service reformers regard their own reform. How often do bills drawn by our own associations make the partisan cat the legal custodian of the civil service cream. The constitutions of New York and Ohio expressly doubt the practicability of examinations for certain classes of non-elective positions. Our associations have repeatedly sanctioned illogical exemptions. The system has more to fear from the admissions of its friends than from the attacks of spoilsmen. We should know our principles and knowing them should deem it our duty to prepare and advocate measures for rendering them effective.

Excluding some differences of opinion concerning non-competitive classes, confidential clerks and secretaries, bonded employees, legal officers, higher executive officers and common laborers, it may be safely asserted that friends of the merit system are agreed that original entrance examinations should be free, competitive, honest and practical, and that the head of the list (or at least the first three) should be assured appointment. But there it is said the merit system should stop. It is contended that the ever changing political officers should have the exclusive right to discharge or promote the merit employee, to increase or decrease his salary, to deny him sick leave, vacation, proper hours of work, necessary tools and working systems, to allow him to draw a salary for doing nothing, to discriminate against him or to favor him above his fellows. If he is incompetent, it is said it does not concern the civil service system. Continued incompetency violates no merit principle!

It is, however, admitted that if a political officer should tamper with an examination mark or paper, he should be subject to both fine and imprisonment. He may not select his employees. But he may discharge them at once, force them into the ranks of the party in power or keep them when they are beyond all hope of usefulness. The merit system and its administrators are to stand indifferent and impotent at the front door, foredoomed to failure in each of its four great basic principles, because it dare not pass the threshold of the government house to insure obedience.

The merit system should make its principles practically effective. It should go into every room in the house, stand at both the front and back doors and at all the windows, to make its principles effective. If a department head does not want a merit system or wants the name and not the thing, so much the worse for him. The people do want it, and they want it to be genuine and effective. A department head is responsible only so far as the people desire him to be responsible. The legislature and the treasury control him; the chief executive controls him and public opinion controls him. If he is opposed to efficient service, if he prefers extravagance,

if he wishes to surround himself with personal and political friends and relatives, if he is not fair and just to the men and women under him, he should be "interfered" with and at once. The department head who violates the principles of the merit system in his department by ousting merit men, underpaying them, allowing them to idle away their time, or who by insisting upon improper hours of work or vicious conditions of employment drives men and women from the public service is far more dangerous to good government than a department head who tries to influence an examination or collect "slush" money. A system which is ineffective before the spoils system cannot long stand as a merit system.

Civil service laws deal with human beings, and we have no right to encourage a civil service commission to regard them as persons for whom they have no responsibility, after they have written so many pages of answers and have passed through the requisite yards of red tape. How is a civil service commission to know whether its examination standards of merit are right or wrong if its responsibility ends with certification?

On the other hand, a department head has a most legitimate complaint if his employees are to be selected for him by a body which is not concerned in their future efficiency, and which cannot make removals to rectify its own mistakes. The department head is a political officer and as such is open to suspicions, pressure and avenues of attack in removal cases from which the civil service commission necessarily is free. If the troublesome question of removals is handled automatically as an integral part or *continuation* of the merit system it ceases to be troublesome. In the civil service the real question of fitness from a practical point of view is not whether an employe was fit at the time of examination, but whether his fitness continues from day to day as he does his work.

The same reasons which lead us to reject an applicant who fails to pass an examination above the minimum standard apply equally to the necessity for removing an appointee whose deficiency has deteriorated below the same standard. If it be true that a department head should remove his merit employees according to his own

standards, or lack of standards, it follows that he should examine and select them according to his own standards or lack of standards. The reasons which justify "interference" in the selection of employees equally justify "interference" in the removal of employees. If the question of initial fitness is a technical question requiring the expert training and impartial hand of specialists operating under rules uniform for the whole service, so, too, is the question of continued fitness. Logically and practically the two questions should go together, because they are essentially one and the same thing.

Examinations are sometimes mismanaged. I know of no more effective way to improve bad examinations than to make the commission which held them face its own mistakes in the monthly efficiency reports and the removal hearings. Even in good examinations the appointees afterwards deteriorate. The conditions of employment into which they are thrust are often such that the real work of the administrators of the merit system lies in changing these conditions. There is no reason for spending public money in selecting a competent employee to work under conditions which are certain to make him incompetent a few weeks or months later.

I do not decry or discredit the civil service examination, that appliance of the front door, when I assert that alone it can never render effective the promise of efficiency, the promise of a democratic equality of opportunity, the promise of cleaner politics, the promise of effective popular control over government, or the attainment of ideals of justice towards the worker which constitute the merit system and which give it life and vigor in the estimation of the public.

It seems, therefore, vital that we should advance along the lines laid down in this report. Though there are minor details that I think could be improved, I am heartily in favor of the report.

Report from the Special Committee on Reform in the Consular and Diplomatic Services

In its last report to the League, in 1911, this Committee summarized the facts in the history of the effort to reclaim our foreign service. The progress made up to that time was marked by three notable achievements: First, the passage of the consular reorganization act on April 5, 1906, which classified, graded and regulated the consular service; second, President Roosevelt's Executive order of June 27, 1906, providing for the selection of consuls general and consuls, and for examinations for entrance into the service; and, finally, President Taft's order of November 26, 1909, governing in like manner appointments and promotions in the diplomatic service, and for the improvement of the personnel of the department of state. Although the Executive orders did not provide for an open competitive merit system, and although considerations other than merit and fitness in the selection of consuls and diplomatic secretaries were not entirely eliminated by these orders, it is an unquestioned fact that the examinations have been kept up to a high standard and the personnel of the foreign service has been materially improved.

The security of the system, however, rested then, as it does now, entirely on the will and courage of the President. Efforts have, therefore, been made to give the Executive orders the permanent force and effect of law through statutory enactment; but these have uniformly failed. At any time, and particularly upon a change in administration, there was grave reason to fear that the gains already made would be lost, in part or in whole, through political and personal pressure to let down the bars for the entrance of favorites.

What would be the course of the present administration in this matter was, therefore, a subject of grave concern, not only to organizations like this League, but to the business interests of the country and to every citizen

who hoped that there would be no return to the conditions which so long made our foreign service a national disgrace.

This Committee can now report that the principle of the Roosevelt and Taft orders and the practice under them have been rigidly adhered to by President Wilson,—a cause for profound gratification. An examination of appointments to the consular service and to secretaryships in the diplomatic service since March 4 shows that without exception the appointments have been in entire keeping with the Executive orders.

In the consular service 22 consuls general and 50 consuls of various grades have been nominated. All these changes have been either promotions or transfers or original appointments after examination. Thirty changes have been made among secretaries of embassies and legations. In all cases the appointees had been in the diplomatic service for several years and were either promoted or transferred.

This record is admirable. In the face of great pressure on the present administration to overthrow the system, and in spite of attacks made openly in the Senate by members of his own party, the President stood by his determination to maintain the principles and practice of the orders of his predecessors. The gain thus made is so great that it may be ranked next to the issue of the orders themselves, as another step toward the permanent reclamation of these parts of the foreign service. It is indeed hard to believe that any future administration will dare to assume the responsibility of overthrowing this system.

The work which now lies ahead is in the direction of strengthening and improving the system and of giving it greater permanence through legislation with provision for such a proper grading of diplomatic secretaries as we now have for the consular service.

Great as must be our satisfaction, in view of the President's course as to the consular service and diplomatic secretaryships, there have been many changes made among ambassadors and ministers in these nine months, of such a character as to cause genuine regret to those

who hoped for a merit tradition to be established in these higher positions. Such a tradition would tend to insure the selection of men of real fitness as foreign representatives, though, of course, without any formal examination.

It is a fact that under President Roosevelt and President Taft an effort had been made to establish such a tradition, for some posts at least. With this idea in mind, several legations, including many South American and Central American and some European posts, had been filled by men of long diplomatic experience. Manifestly, if this principle could be permanently secured, the foreign service of the United States would offer opportunity for a real career in diplomacy, the effects of which would be felt all through the lower ranks, because of the inducements thus held out to young men of superior qualifications and high ambition to enter the junior grades.

An examination of changes in these high offices since March 4 shows that this policy has not been followed, in that experienced men have not been continued in the service. That might have been expected, as following precedents of previous years. What is more serious, and might have been avoided, is their replacement by men without experience in diplomatic affairs.

Up to November 20 the resignations of 22 out of 35 foreign ministers had been accepted. Thirteen of the men so dropped had gone through several years of diplomatic experience, and in several cases their appointments as ministers had been manifestly promotions for merit. None of the 22 new appointees has had any experience in the service. Among the ministers thus displaced, who had risen to their posts from lower grades, may be mentioned James T. Du Bois, minister to Colombia, continuously in the service since 1897; Lewis Einstein, minister to Costa Rica, continuously in the service since 1903; George T. Weitzel, minister to Nicaragua, continuously in the service since 1907; Arthur M. Beaupre, minister to Cuba, continuously in the service since 1897; Montgomery Schuyler, minister to Ecuador, continuously in the service since 1902; H. Percival Dodge, minister to Panama, continuously in the service since 1899; John

B. Jackson, minister to Roumania, Servia and Bulgaria, continuously in the service since 1890; and R. S. R. Hitt, minister to Guatemala, continuously in the service since 1901. Without exception these men were originally appointed to minor positions, such as consul or secretary of legation, and in some cases entered the service through examination.

None of the new ministers appointed to succeed them can equal in trained qualifications the men they displaced. There are other men of experience in the diplomatic service from among whom it should not have been difficult to find proper representatives, in full sympathy with the Administration's foreign policies and worthy of promotion.

Study of appointments even to the higher position of ambassador shows the existence of similar conditions. The Russian embassy, for example, filled in the recent past by such professional diplomatists as John W. Riddle and William W. Rockhill and later by George von L. Meyer, promoted from Italy, has been offered to Henry M. Pindell, a newspaper editor of Peoria, Ill., of considerable local political prominence, but apparently without any special fitness for this difficult post. As to Turkey, another difficult post, the Administration accepted the resignation of Mr. Rockhill, who had been in the service almost continuously since 1884, and appointed Mr. Henry Morgenthau, of New York, a prominent and public-spirited citizen, but without experience in diplomacy, lately chairman of the Democratic national finance committee.

These things are not new in our experience. Political debts have been paid by other administrations through the distribution of diplomatic posts. A real effort, however, had been made in recent years to establish a higher ideal and a better practice for at least part of the service. That a change in administration should result in such a loss to efficient service is cause for serious thought. Harm will result from it; not only through the lack of training of our ministers abroad, but through the lack of incentive to young, ambitious and able men to enter the service in the lower grades.

It is a sign of progress that violation of the merit principle, in some of the cases cited, no longer passes without criticism. The people are becoming alive to the necessity of establishing a better system in the foreign service, for the highest posts as well as lower ones. They will soon insist on abandoning a system which allows partisanship or other considerations to govern appointments which should be made because of merit and fitness only.

This Committee recognizes that there are always difficulties in the way of providing for the diplomatic service above the secretaryships even such a modified merit system as obtains for the lower grades, and that the present administration has encountered unusual difficulties. We recognize that on occasions when there is some definite policy to be carried out with regard to a particular country, it may be necessary and proper to change a diplomat not in full sympathy with that policy. We believe, however, that it is vitally essential to a truly efficient foreign service that political influences, which still surround the higher posts, should be eliminated absolutely and for all time.

Therefore, our aim to improve and make permanent the present system of appointments in the consular service and in the lower parts of the diplomatic service should be accompanied by efforts to secure the establishment of at least a merit tradition and the higher ideals which it involves, if not a fixed merit system, for the higher posts.

ANSLEY WILCOX, *Chairman.*

The Merit System in Road Management

LOGAN WALLER PAGE, DIRECTOR OF THE OFFICE OF PUBLIC
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In considering the application of the merit system to the management of the public roads of this country, it may be well at the outset to present an inventory, so to speak, showing what is comprised in our public road system, and what is involved in the construction, maintenance, administration, and use of the public roads.

Broadly speaking, the public roads of the United States comprise a transportation system nearly ten times as great in mileage as all of the railroads of America combined, or approximately 2,300,000 miles. The annual expenditure on these roads is estimated at the present time to be approximately \$200,000,000. No census has been taken to show the number of officials having to deal with the management of the roads, but 100,000 would be a conservative estimate. It is thus evident that we are dealing with a public utility which is of sufficient magnitude to warrant the most serious and earnest consideration from thoughtful American citizens as well as from every unit of American government.

Aside from the question of magnitude, we must consider the public road system of the United States as the only one of the great systems of transportation which is owned and controlled by the public, and in which every tax payer, rich or poor, is a share holder. The wisdom of public ownership is a mooted point, but there can be no question that a great utility which is already owned by the public should be administered with an efficiency at least equal to the management of privately owned utilities. If this is impossible we should discover the intrinsic weakness in our system which renders such management impracticable.

As most of the original colonies were under English control and largely recruited from English people, it followed that the old common law and the various customs



of England should find lodgment in the political institutions of the new country. The result of this was that the principle of local autonomy with corresponding local control and management of roads was firmly established at an early date. When the colonies became states these laws and customs were but little changed, and in many cases they have come down to the present day perpetuating a system which now has no justification from the standpoint of either utility or sentiment. Briefly explained, this system is one of extreme localization whereby in most of the states each precinct is in charge of a road overseer who reports to a county board of commissioners with many and bewildering interlockings of other officialdom such as supervisors, trustees and superintendents. As a natural consequence the road system of each state is divided into an amazingly large number of miniature systems each independent of the other. The revenues for road purposes are largely expended in the payment of salaries and expenses of an unnecessarily large number of road officials whose duties and responsibilities are at best vague.

It seems never to have occurred to our early law makers that any particular skill or knowledge was required in the building or maintenance of roads, consequently, with but few exceptions, legislation in the various states makes no requirement that those officials who are charged with the improvement and care of the roads shall possess any distinct qualifications. In logical sequence the men who are selected for this work are for the most part men whose popularity or influence in the community is such as to enable them to obtain the office for themselves or their friends, without regard to their special fitness for the position. The roads are as a rule cared for by well intentioned and intelligent farmers who know little or nothing about road work, and who give to this public duty only such time as they can spare from their private interests.

These road officials are not required by law or regulation to give all of their time or even a considerable portion of it to road work. Nor do the laws or regulations provide for any reasonably thorough inspection or main-

tenance. The compensation which is paid to local officials is usually very small, so far as the individual is concerned but very large in a collective sense. As a consequence a further tendency is shown to consider the road as a mere side issue and to discourage the skilled and competent road builder from undertaking a work on which he could not make living compensation, and under a system in which he would have to operate with almost a certainty of failure.

Still another characteristic of our public road system is the election of road officials for definite terms of office rather than the appointment of such officials for an indefinite term. I need scarcely call your attention to the fact that very few engineers combine the qualities of a good engineer and a good politician, and it is very likely to happen that if a good engineer should seek election to office his opponent, if he is a good politician and a poor engineer, would defeat him, much to the detriment of the public.

Finally, I would call attention to the baneful influence of partisan politics and in a measure the influence of local community politics. A public road is a public utility which is a necessity to all of the people who have occasion to use it. It is a liability upon all the people who have to pay taxes for it. It is a constructive work which requires skill and knowledge and constant attention, and wherever, for political considerations, any of these essential features are ignored or modified the public must suffer. We must get to a condition of affairs where the practice of putting petty politicians in control of a vital public utility for the purpose of paying a political debt must be stopped; where the expenditure of the public money in constructing a public enterprise which is of benefit only to the politician or his immediate henchman, must be discontinued. The road system of the country must be treated as a great business enterprise and conducted honestly, wisely, and with a reasonable balance between benefits and burdens.

There are a great many people who favor improved roads, but I doubt if very many of them realize the vital significance of the good roads movement in America to-

day. Over half of our people is now concentrated in cities and towns and the city population is increasing far more rapidly than the country population. Our exports of food products have been falling off steadily until we are almost at the point where we shall have to go outside for food unless we increase production on the farm areas which are easily accessible. Isolated country churches are struggling along hopelessly in many cases because of their inaccessibility; country schools in states afflicted with bad roads show an alarmingly low ratio of attendance to enrollment as compared with the states which have reasonably good public road systems. For example, we found some years ago in five states which had an average of 1.5 per cent of road improvement, the school attendance was 59 out of each 100 pupils enrolled, while in five other states having an average of 40 per cent of improved roads, the school attendance was 78 out of each 100 pupils enrolled. Something must be done to improve the conditions of rural life, and I confidently assert that the improvement of public roads is one of the most effective of the remedies which can be proposed to better these conditions.

National aid to road improvement is one of the plans proposed, and I have no doubt this policy will be inaugurated in the near future. State aid is already well under way, and has been constantly growing since 1891, when New Jersey first embarked upon the plan of having aid granted directly by the state, and a measure of state supervision provided. Counties and states are bonding themselves to build hard-surfaced roads, and this is helping to some extent; but to my mind the primary necessity is to so reform and revise our existing road systems as to insure the efficient construction of the roads, continuous and adequate maintenance, and honest and capable handling of our road revenues.

I had hoped that when the states as units took hold of the road problem they at least would eliminate to a very great degree the baneful influence of politics, but the history of the changes in state highway departments during the past ten years would indicate that politics is as active there as in the local subdivisions. During the past

ten years there have been changes in the control of engineering work in the state highway departments of Arizona, Connecticut, Delaware, Maine, Maryland, Michigan, Missouri, New Hampshire, New Jersey, New York, Ohio, Pennsylvania, Washington and West Virginia. In the state of New York alone nine changes have been made in the state highway department in the last fifteen years. While it would be unfair to characterize all of these changes as unjustifiable, it is evident that the tenure of office is as a general rule insecure, that the official who should be absolutely free from political control is almost totally unable to act except at the dictates of those very forces. A conspicuous example of the short-sighted policy in effect under the political system is that of a certain state which a few years ago had a capable engineer employed as state highway engineer at \$2,500 a year. A political change took place, and this man, who had given honest and capable endeavor to the work, was ousted and a local official put in his place. The experiment did not prove successful, and the state concluded to go back to its first choice. In order to do this they were compelled to reverse their judgment, and not only reinstate the first man but double his salary.

Recapitulating briefly the intrinsic defects of our present systems of road administration, I may say that they are first, extreme localization involving the maintenance of an unnecessarily large number of officials whose duties are similar and whose responsibilities are exceedingly vague. Second, the practice of requiring these officials to devote only a small fraction of their time to the work, thereby giving to the roads an irregular and intermittent attention. Third, the failure on the part of legislation or regulation to require that the officials who have direct charge of road construction and maintenance shall possess the qualifications essential for their work. Fourth, a general prevalence of the elective rather than the appointive plan, thereby giving an undue advantage to the politician as compared with the engineer. Fifth, the limiting the time of office of road officials to definite terms rather than to the full period of their usefulness. Sixth, the influence of political considerations in determining

the location of road improvement, the filling of offices, the making of appropriations and the general conduct of the work. These defects, as I have already stated, are not absolutely general throughout the United States. I understand that the merit system governs to some extent the road administration in several of the states, notably New York, New Jersey, and Massachusetts, and there are several of the state highway departments in which the state highway engineer or commissioner is appointed by a non-partisan board, but these instances may be cited as exceptions rather than the rule at the present time, and in some of these cases, the letter rather than the spirit of the merit system has prevailed.

Having diagnosed the disease, it remains for a remedy to be suggested. That remedy to my mind is the enactment of strict and clear-cut civil service legislation applicable to the entire road system in each state, and the conscientious and wise enforcement of such legislation. In the first place, a state highway engineer should be chosen by a non-partisan board and should hold office at the discretion of such a board. All subordinate positions in the department should be filled by rigid competitive examinations without regard to party affiliations. At this point I wish to call attention to the fact that we have recently filled the office of assistant director of the United States office of public roads by such a competitive examination and practically our entire force from messenger boy to director is filled in the same way by competitive examinations. The results are infinitely more satisfactory than the old spoils system, but this fact is so apparent to all students of the subject that I am merely wasting time to restate it. In regard to county and township road work, I think it would be advisable, wherever the system of government permits, to have the county as the smallest unit of administration, and to have one official who is required by law to possess a practical knowledge of road construction and maintenance, and who is appointed after examination, to be prescribed by the state highway department in co-operation with a state civil service commission. While it would probably be necessary to give the county board of commissioners or such officials as have

charge of county affairs the power to remove this road official, they should be compelled to appoint his successor upon certification from the register of the eligibles established by the state highway department and the state civil service commission. This would prevent removal of road officials for the purpose of substituting local politicians and would tend to permanency of office on the part of competent men and to easy removal of incompetent men. There should be provided by legislation and regulation sufficient compensation for the county road officer so that efficient men might be attracted to the work. Constant employment should be given and his subordinates should be capable men supplied in accordance with the spirit of the merit system. The objection has been made to the employment of county engineers, that some counties are utterly unable to pay a salary such as a competent engineer would require. This difficulty can be overcome in two ways, first by having legislation so framed as to permit two or more counties to jointly employ an engineer, or, second, to make the civil service regulations sufficiently elastic to enable a practical and efficient superintendent to be employed rather than a high-salaried technical engineer where conditions would appear to warrant it. Only when we arrive at that state of development where we recognize in the fullest degree the necessity for the application of the merit system in road administration in every unit of government, will we attain that standard of excellence in our public roads which would make them comparable to the roads of Europe.

I hope this distinguished body will actively join in the good roads movement, not for the purpose of urging larger expenditures, not for the purpose of urging national aid, not for the purpose of developing better methods of construction and maintenance, but for the distinct purpose of seeing that this great public trust is administered for the benefit of the public and as an example of civic righteousness and good management. From the monetary standpoint alone the introduction of the merit system will effect a saving of at least \$50,000,000 a year, and I consider the monetary saving but the smallest part of the great possibilities in this movement. I would like to

see the National Civil Service Reform League represented at the Fourth American Road Congress which will be held in the city of Atlanta next October or November. I would like to see this great organization in complete charge of a session of the Congress devoted solely to civil service reform in road administration, and if anything can be done at this meeting looking to such participation, I earnestly hope that the opportunity will not be passed over.

The City Manager Plan—Its Contribution to the Growth of a Non-Political and Efficient Personnel in Municipal Administration

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The strategy employed by the civil service reform forces up to the present time may be described in military terms as the "occupation of territory." Inch by inch the merit system has pushed its way up from the lowest clerical and labor positions, through the minor technical grades and in a few instances has pressed upon some of the real strongholds of the spoilsmen: the responsible and more or less attractive executive posts.

In later years a new line of attack has been developed in another quarter which may be styled the "cutting off of the enemy's base of supplies." I refer, of course, to the growth of forms of government which furnish so simple a method of popular control that while depriving the chief spoilsman of his occupation they have very largely robbed him of the means of feeding his hungry hordes. Such was not the case so long as the mayor and council plan with its multitude of minor elective offices was the universal type of city government. Then, the political machine was not only inevitable, but it laid claim under a colorable right to most of the executive offices, which civil service reformers are beginning to look upon as fit subjects for the application of the merit system.

In other words, the work of demolition is giving place to one of reconstruction. Not that the destructive task is by any means complete even in the cities living under the simplified forms. But as it appears to an outsider, the energies of this League will more and more be released from the obligation to combat the "machine" and the obligation will be laid upon it to create the environment and

to devise the instruments of a positively efficient personnel in administration.

The principal element in that environment with which this paper will deal is that which is contributed by a new and increasingly popular form of city government known as the "city manager" plan. This new system is a child of the orthodox commission plan in use in Galveston, Des Moines, and about three hundred cities; and for this reason it will be well to discuss it first in terms of its ancestry.

The enthusiastic admirers of the straight-out commission plan have, without doubt, over-estimated its contribution to the efficient management of cities. But of one lasting benefit from the plan we can now be reasonably certain; it has given the electors a workable method of control and has enabled them unmistakably to fix responsibility for interpreting their will in general policies. Every act of government is traceable in the last analysis to a single elective board.

This is a notable advance over anything of the kind which preceded. But, unfortunately, the commission form of government fails to carry out the principle of fixed responsibility to its logical limits. On the administrative side it actually diffuses responsibility among five men who (except in a few instances, of which the city of Houston is one) acknowledge no powerful undisputed headship. The mayor, to be sure, has nominal supervision of all departments; but when a group of men are elected by the people and vested with co-ordinate authority, it is hardly to be expected that any one of their number will be able to control the rest unless by the sheer force of personality he towers above an unusually docile set of colleagues. Such, in fact, was the case in the first commission at Kansas City, Kansas, where the moving spirit was not the mayor but a certain more able member of the commission. In the charters of some of the cities the need for a single administrative head is studiously ignored; as in those of Sacramento, Cal., Duluth, Minn., and Denver, Colo.

When such definite headship is not provided, there is always the possibility of conflicts and overlappings of

authority which cannot be anticipated in a code of procedure, but in a good organization must be left for solution to the discretion of an executive. Situations like these not only make for inefficiency and waste but create an atmosphere which a self-respecting officer or employee will not tolerate. For true responsibility carries with it not only the liability for blame but the hope of reward.

In so far, then, as the commission plan does not definitely fix responsibility within the administration, it imposes a condition unfavorable to the advance of the merit system.

But the mere fixing of responsibility is not the last word in efficient organization. It would be folly to put a longshoreman at the head of the health department and proceed to fasten upon him the blame for an infected milk supply. To be sure, he could employ an expert sanitarian, but if he lacked the sagacity to make a wise selection for this highly technical work, the whole theory of responsibility would break down. Something like this apparently has happened in the city of Wichita, where a perfectly honest, upright and popular man, but of defective education, experience and training,—an ex-street laborer—was elected to the commission and assigned to one of the departments. The city after five years of commission government has just issued \$80,000 worth of bonds to cover the current year's deficiencies. Fixing of responsibility in such a case would hardly have relieved the situation.

In the case just cited the trouble at bottom lay in the effort made to secure commissioners who would serve the city in a double capacity, first as representatives of a body of public opinion, and, second, as capable executives. The theory of commission government is that the voters will elect five men of superior general ability. Out of that number it is expected that there will be one who is by nature and training endowed with the ability to supervise the finances, another the departments of public safety, and so on. But, as might well have been expected, the commissionerships have usually gone to the vote-getters. A survey of the personnel of the commissioners in three hundred cities would probably disclose a rather

high average of men in authority, but as for competent special executives, it is hard to name a city in which one or more members of the commission is not visibly deficient.

The commission plan, of course, does not contemplate that these men shall be technically trained experts, and so it is difficult to see just the logic in paying substantial salaries to supervisors of important divisions of administration who have not at least a few criteria, a few ideals, a little perspective, by which to frame administrative policies, or to criticise those of their technical subordinates.

In practice the theory has broken down so completely that some of the best friends of the commission plan are now insisting that the commissioners be elected directly to specific posts. Instead of permitting the commission to assign one of its members to each of the departments, the people themselves will be asked to select a financier, an engineer, a public safety expert, etc. The Kansas law has been amended, to effect this change. These supposed experts must also, of course, be vote-getters, and presumably the men in the community who have devoted themselves more assiduously to the pursuit of their professions than to cultivating the acquaintance of the voters, will stand comparatively little chance of election.

On this second count, then, commission government fails in supplying a favorable environment to the trained man. It dooms him to a station of inferior responsibility and reward.

Now the city manager plan, on the other hand, avoids at least these two shortcomings of commission government:—it was so designed. It recognizes and conserves the good which has come from the overthrow of the principle of separation of powers and from the fixing of general responsibility for the conduct of the city government in a single elective body.

At this point the two part company: the plan of popular control is the same in either case, but the city manager plan makes the elective commission a controlling body only. Its members do not individually participate in the administration.

On the contrary, the operating force is composed wholly of appointive offices, which is under the immediate direction of a chief executive appointed by the council—a combination which supplies the conditions for a perfect unification of administrative responsibility and a complete separation of representative from administrative personnel.

What distinguishes this plan, of course, more than anything else is this new executive, the city manager. Upon the general understanding of his relation to the commission and upon the type of man secured in the several cities the plan will either stand or fall. What then is the status of this officer?

For a typical definition the Dayton charter may be used. This charter confers upon the city manager the following duties:

- (a) To see that the law and ordinances are enforced.
- (b) To appoint and, except as herein provided, remove all directors of departments and all subordinate officers and employees in the departments in both the classified and unclassified service; all appointments to be upon merit and fitness alone, and in the unclassified service all appointments and removals to be subject to the civil service provisions of the charter.
- (c) To exercise control over all departments and divisions created herein or that may be hereafter created by the commission.
- (d) To attend all meetings of the commission, with the right to take part in the discussion but having no vote.
- (e) To recommend to the commission for adoption such measures as he may deem necessary or expedient.
- (f) To keep the commission fully advised as to the financial condition and needs of the city; and
- (g) To perform such other duties as may be prescribed by this charter or be required of him by ordinance or resolution of the commission.

This definition for the most part needs no comment. In connection, however, with the appointing power it should be noted that the Dayton charter makes provision for a civil service commission, and a fairly large unclassified service, including the chiefs of divisions and one deputy and one secretary in each department. It should be understood also that the city manager has no

control over the schools or the courts, nor does he appoint such bodies as art commissioners, or other similar bodies. In some cities, too the auditor, the treasurer, the clerk of the commission and the city solicitor are directly appointed by the commission, the first two on the theory that there should be certain financial checks, and the second two because they seem to be part of the machinery of law-making.

In the enforcement of his authority, the city manager may cause the affairs of any department or the conduct of any officer to be investigated without notice and any person appointed by him to pursue such a purpose has power to summon witness and to compel the production of papers and other evidence.

The scope of the city manager's administrative powers, therefore, are rather larger than that of the mayor of any American city. The officer known as the mayor under this charter acts as the presiding officer of the council by virtue of having received the largest number of votes of any candidate for the commission. He is also to be "recognized as the official head of the city by the courts for the purpose of serving civil processes, by the Governor for the purpose of the military law, and for all ceremonial purposes." He is, in effect, the political head of the government, while the city manager, as the charter says, is the administrative head.

In connection with this brand new office the considerations which next present themselves are those of tenure and compensation.

The question of tenure is a peculiarly vital and delicate one. Remember that the plan confers upon the elective commission the full measure of the local governing power and aims to establish their complete responsibility. In consistency, it must give them control over their agents. The whole structure, theoretically, at least, would fall to pieces if the city manager were given a fixed term of office, and he could be removable only for cause upon charges, reviewable in a court. In fact, the very nature of his responsibility to the council is such that removal might be necessary or desirable, but the reasons therefor not subject to such definition as the courts would accept

as sufficient "cause." For these reasons the tenure of that city manager is at the pleasure of the council.

This, in fact, is the crucial point in the experiment. Will a competent man accept the city managership without a more substantial assurance of permanency? Will he risk a professional reputation or an assured means of livelihood for such an uncertainty as the good will of an elective council? Will the council on the other hand, drop politics and prejudice and ignore captious criticism from the townspeople?

These are questions which will have to be answered by practical experience. Those who have had a hand in the fashioning of the plan believe that influences will be at work to establish a security of tenure or a more natural basis than could be secured by a contract, or a definite term, or a judicial hearing. This they hope to do by creating an incentive for fixed tenure and by eliminating the motives for removal for improper or insufficient reasons. It is hoped, to begin with, that the council will so thoroughly feel the pressure of public sentiment in favor of a non-political efficient administration that they will be compelled, in self-defense, to select the best man available. That such a public sentiment exists is evidenced by the very fact that the city manager plan has been adopted.

But other features of the plan must also be borne in mind in this connection. The salaries of councilmen are below a living wage; which tends to make the position unattractive to mere job-seekers. The councilmen are vested with great powers, without being required to sacrifice much time to public duties; which tends to make the offices attractive to public-spirited men. Moreover, the councilmen are chosen on a non-partisan, short ballot, basis.

In the last analysis, the success of the plan, as with every other democratic institution, depends only superficially on mechanical arrangements, but fundamentally on the political genius and public-mindedness of the electors.

In the matter of the city manager's compensation, the charters (with two exceptions) leave the council free of all restraint. They may fix his salary at any amount and

may increase or diminish it, at any time as occasion may require.

But the most revolutionary feature of the whole plan, is that which eliminates the residence restriction. Thus, the Dayton and Springfield charters explicitly state, that he need not be a resident of the city when appointed. Incidentally, this is another blow at the spoilsman, whose theory has always been that local office is local property, a vested right of the "boys" who have grown up in the town. It will tend to lift the city high above this and every other form of petty provincialism and localism. It will open the way to infuse into the city government the new personality, new enthusiasm, new vision of men who have not been trained in the school of ward politics but of scientific administration. We are given reasonable grounds for hope in the growth of a new profession of municipal management.

Such are the typical features of the city manager plan. Were its adoption confined to one section of the country, or to a few sporadic cases, or to cities of any particular size, the growth of the idea would lack significance. But this is not the case. The plan on its administrative side originated in the city of Staunton, Va., with the creation of the office of city manager by an act of the council about four years ago. Staunton, however, neglected to let the country know of its discovery, but in the latter part of 1910 there was introduced in the legislature of New York a bill fathered by the board of trade, of Lockport, by which any city of the third class adopted the plan. The New York legislature did not pass or give any serious consideration to this measure, but wide publicity was given to the idea. In June, 1912, it was adopted by the city of Sumter, S. C., and put into operation there in August of that year. Again the plan was given wide publicity and it was incorporated in the Ohio statute as one of three simplified forms of city government which might be adopted by any city of that state. It was also put into effect in two small North Carolina cities, Hickory and Morganton. During the present year the charter commissions in Dayton, Springfield, Elyria, Youngstown, Ohio, have submitted the plans to the people. Elyria and

Youngstown rejected it, but Dayton and Springfield adopted it by majorities of over two to one. In October the plan was adopted in large majorities by La Grande, Oregon, and Phoenix, Arizona, and by the city of Morris, Minnesota. In some of these places there has been practically no opposition to the new idea, except from partisan politicians, and in Dayton, Springfield and Phoenix was supported unanimously by the local press.

In actual operation, so far as can be judged from experience thus far, the plan already promises to justify several of the theoretical benefits which have been claimed for it. In Sumter, Dayton, Springfield, the personnel of the city councils reveals a notable absence of the familiar type of wire-pulling politician, and the presence of public-spirited citizens with reputations to sustain. What may well be taken as a guarantee of good faith has been the actual selection of city managers in Sumter and Hickory from outside the state. The other cities have not yet taken action on this matter thus far, but reports from *Dayton and Springfield indicate that the councils will follow the example of these Southern cities. Phoenix, under the terms of the state constitution and the charter, must be content with a local man.

In the matter of salaries the cities seem inclined to be liberal, according to their size. The city manager of Sumter, whose population is 8,109, receives \$3,600; in the charter of La Grande, Oregon, a city of less than 5,000 inhabitants, the salary is \$2,400; Phoenix, Ariz., which has a population of 11,134, according to its charter must pay a salary of \$5,000.

It would thus seem that the city manager plan, in theory and practice, is the herald of a whole new set of opportunities for the extension of the merit system. For the same influences, in general, which determine the selection of the city manager, apply to the subordinate executive positions, to the heads of departments and divisions.

*Since this was written the commission in Dayton has selected as its city manager Mr. H. M. Waite, of Cincinnati, and fixed his salary at \$12,500. Springfield has called Mr. Chas. E. Ashburner, the former city manager of Staunton, Va. His salary is to be \$6,000.

This raises the question as to how these non-political positions are to be filled by the highest type of public servant. If it is true that political exigencies will no longer enter into the case, how shall the commission or council proceed to select the city manager, and the city manager his assistants? Herein appears to be a new field of opportunity for civil service commissions. These bodies have long been investigating the fitness of candidates for the lower and more or less standardized positions in the city's service. The city managership, however, presents new difficulties. It has not been standardized, and perhaps it never will. Elements of personality, training and experience enter in a higher degree than in the case of such posts as the librarianship in Chicago, or the chieftainship of the New York fire department. The city manager will come squarely and continuously into contact with the public and should be a politician in the sense of being an accurate judge of the public mind; the kind of man who could get elected to public office under a favorable electoral system. He must be prepared to create public opinion and to forestall criticism. Moreover, the city manager must be a person of vision and initiative, with a constructive grasp of the destiny of American cities, for while he is in theory the servant of the council, he will be no errand boy. He will in actual fact be the chief policy-maker of the city, while the council serves as a checking, controlling agency. There is no bigger job in America.

The description, of course, applies to the rare hundred-per cent-efficient man. But there are, and have been, men of this type. George McAneny, Cyrus C. Miller, John Purroy Mitchel, all of the present administration in New York City, approach this standard. Colonel Waring was a man of such qualifications. It is doubtless owing to the former lack of opportunity that more of them have not come to the surface. Without doubt, the engineering profession alone could be made to yield up many.

To search out such men, not only for the city managership but for the headships of the departments, might well be made a part of the function of the local and state civil service commissions. The selection of a competent

executive is a highly technical function. It will not be sufficient for the council to read letters of recommendation and to "size up" the applicants, nor to seize upon some conspicuous or brilliant figure in the business or engineering world and put him down in a new environment. On the contrary, there should be a free and open chance for everybody. Certain minimum requirements should be determined upon, corresponding roughly to an admission examination, and every man who succeeds in getting through it should be allowed to enter the selected list for final consideration. If some such system could be worked out, the advantages of competition would enter into the selection; and the spirit of the thing would reach down through the administration. Finally, neither the council and the civil service commission should trust their combined wits in making the final selection. They should certainly be quite as ready to call in the assistance of recognized experts in the matter as they would to call in the advice of a sanitary expert in setting the questions for an examination for housing inspector. If such a course was desirable in Chicago when the public librarianship was open, how imperatively necessary it is when the chief executive is chosen!

But the growth of this new municipal system creates a far wider problem than that of the mere selection of executives from the visible supply of material. If the city manager plan develops as rapidly as the commission form (and the present indications are that it will), whence are to come the city managers? The universities and the schools of engineering and technology furnish but a very imperfect preparation for this field. We have no schools of municipal administration and even our graduate schools of political science content themselves with a study of the mere skeleton features of the municipal problem. In Germany, at least, two cities (Dusseldorf and Cöln) have established such schools as a part of their municipal civil service system. Their graduates go out from these into important executive positions in smaller cities and, if successful, their services are in growing demand in scores or hundreds of communities. Municipal management there is actually a recognized profession.

There is, in this country, no well defined avenue of approach to a career in city management. This is a weak point in the situation which I will only mention with the passing hint that it may fall to the duty of the civil service reformers to prod the university authorities on the matter.

These various considerations; the placing of the chief executive on any appointive basis, the abolition of the residence requirement, the perfecting of methods of selection, the stimulation of means of education of municipal executives—these constitute the big constructive program of civil service reform which the growth of the city manager plan presents.

The Choice of Municipal Experts Through Competitive Examinations in Philadelphia

HON. LEWIS VAN DUSEN, OF THE PHILADELPHIA CIVIL SERVICE COMMISSION.

In every community where there exists a civil service commission there is much discussion, with and without merit, upon the proposition that the methods of the merit system are so inflexible that appointing officers are often hampered in securing competent employees on short notice, and that the system is particularly not adaptable to the filling of higher class positions, especially those requiring expert knowledge. Not infrequently appointing officers attempt to offset criticism of their departments by the assertion that they were either not able to secure competent employees through the merit system, or that they were at least delayed in so doing.

The purpose of this paper is to show by illustrations how the merit system is expeditiously equipping a new department involving 140 positions, all of which, with less than a dozen exceptions, are of a technical engineering character ranging from "tracer" at \$600 per year to "chief engineer" at \$6,000 per year, and all coming within the competitive class of the classified service, with the exception of three positions exempted from competition by act of Assembly. The paper will also include a few examples to show how other positions of a high order involving expert knowledge have been successfully filled by the merit system.

Near the close of the last session of the General Assembly of Pennsylvania an act was passed creating for the city of Philadelphia a department of city transit, which department was authorized to have charge, control and management of the transit facilities of the city. The act was approved May 9, 1913, to become effective July 1, 1913.



The necessities of the new department require that all of its 140 employees, with the exception of 8, be high-class engineers, draftsmen, rodmen, chainmen and tracers. Their titles and salaries were not known until the passage of the appropriation ordinance by city councils and its approval by the Mayor, on June 12, 1913. Therefore, although the new department was to begin work July 1st, it was not possible for the commission to take the first step toward filling the positions until after June 12th. Not less than two weeks public notice of examinations is required by law, and moreover a complete survey of the duties and requirements of each of these 140 positions had to be made before such advertisement could be issued.

The immediate problem confronting this new department was the construction of a great subway by the city with branching elevated lines involving the expenditure of vast sums of money. Public sentiment was very strongly in favor of immediate action looking toward this gigantic task, and it was therefore especially essential that the department of city transit be immediately manned with competent people. The nature of the work happened to be such that no prior eligible lists prepared by the commission, save for the filling of the half dozen clerical positions, could be held appropriate. Fourteen of the positions were filled by transfers, leaving a total of 118 technical positions to be filled by open competitive examination, of which all of the incumbents were to be engaged in a line of work never before undertaken by the city of Philadelphia, and of which very little had been done by private companies in that city.

The commission held a conference with the head of the new department and the requirements and duties for each of the positions were standardized and published with the announcement of the proposed examinations. On June 28, 1913, a special schedule was issued announcing competitive examinations for the following positions:

	Per Year.
1 chief engineer	\$6,000
1 asst. engineer on designs.....	3,600
3 asst. engineers	\$2,000-2,200
1 electrical engineer	1,800
4 asst. engineers (transitmen)....	1,500
1 head draftsman	2,700
18 draftsman	1,000-1,200
19 draftsmen	1,200-1,500
24 draftsmen	1,500-1,800
1 checker	2,400
2 checkers	1,800
10 rodmen	960
10 chainmen	720
3 tracers	600

The examinations for the positions of lesser importance were prepared and rated entirely by the regular examiners of the commission, two of whom are competent civil engineers, and another a competent mechanical and electrical engineer. The other examinations were handled in a slightly different manner. Take for example the examination for "chief engineer" at \$6,000 per year, a position of vast responsibility. Candidates were not assembled for this examination, but notice was issued that any person who cared to do so might file an application together with a detailed statement of his "training and experience," and a list of persons who could vouch for his character and ability. These statements were filed and a special board of examiners was appointed, consisting of the assistant chief engineer of the largest railroad system in the vicinity of Philadelphia, and a consulting engineer in private practice. This board of two members considered the statements of "training and experience" that had been filed and gave them a rating. Such candidates as received a mark of 70% or over were then summoned at a later date to meet the board singly in an entirely oral examination. This oral examination was simply a conversation upon engineering problems, but turned out to be exceedingly thorough and very

searching. A mark was then given the applicant after this interview, and, together with the mark received on the paper for "training and experience" constituted the final average of the applicant. Probably no more sensible or practical plan for securing a responsible \$6,000 chief engineer could be devised by any employer. The result is that the department has for its "chief engineer" a man of long training who has behind him a record of real achievement in the city of Philadelphia in the line of engineering.

The examination for the position of "assistant engineer on designs," \$3,600 per year, was conducted in a similar manner, with the exception that the applicants were assembled and given two days of practical designing to work out on paper. It might be interesting to note that in this examination there happened to be 4 competitors. Upon the completion of the examination none of the competitors measured up to the standards set by the board of examiners so all were declared ineligible and the examination was readvertised. In the second examination there were 12 competitors, or three times as many as before, and the same board of examiners will this time secure a list of competent eligibles. In a similar manner a special board of examiners was appointed to conduct the examination for "assistant engineer," \$2,000-2,200 per year, and "head draftsman," \$2,700 per year, and "checker," \$2,400 per year, these examinations being of the ordinary assembled type with an oral interview added for the purpose of ascertaining the energy, judgment and personality of the applicant. Sometimes a nominal remuneration was paid these special examiners and sometimes the work was done gratis.

The rating of the papers in all the examinations held for the department of city transit was pushed forward by the commission with every possible means. Examinations began on July 21, 1913, and on August 1, 1913, the first eligible list was published. Other eligible lists followed in rapid succession until all were issued. The department made its appointments promptly. In a number of cases it was evident at the

time the examination took place there were not sufficient applicants to fill the positions if all should pass. Such was true of all grades of "draftsmen" for example. The commission did not even wait for the rating of the papers but immediately issued new announcements in every case where there was even a possibility of not having a sufficient number of competitors, so that the papers of the first examination had scarcely been rated when the second examination was held. A third examination was even held for certain positions in the same manner. The commission now has the satisfaction of reporting that at no time since the creation of that department has it been unable to fill all requisitions made by the appointing power. There has never been a word of complaint, either orally or written, from the director of that department, or his assistants, because of lack of eligibles at the time when needed, or because of any lack of qualifications of those certified. On the other hand the commission has received strong expressions of their approval of the character of examinations given, the quality of men certified, and the celerity with which the work was done. I here quote a letter from the chief engineer of the department of city transit to the chief examiner of the civil service commission:

Dear Sir:

Replying to your inquiry of the 1st instant, just received—it gives me pleasure to state that in the filling of technical positions in this department during the five months since it was created, the eligible lists of qualified men, furnished by you as resulting from competitive examinations, have provided us with a very efficient and satisfactory working force.

Of the seventy-nine appointments of engineers, surveyors, draftsmen, etc., already made in the engineering branch of this department, sixty-one were taken from the examinations held especially for us; eleven were transferred from the transit commissioner's organization for which they had previously qualified in competitive examinations;

and seven, including two stenographers and two clerks, were appointed from the eligible lists for any department.

My habit in selecting appointees from the list has been to supplement your classification by a personal interrogation of the applicants and by inquiry of their previous employers, because it seems probable that the men have personal qualities that may not be disclosed in the examination but which are important in considering any prospective employees. I also availed myself of the privilege, afforded through your courtesy, of looking over the candidates' examination papers on your files. As is shown by the record of appointments as posted on the published lists, the result of this care in selecting follows pretty closely the order of the candidates' standing on the lists, nearly all of the higher average men having been chosen, indicating the general correctness of your grading as to qualifications.

The questions given in the several examinations, as I found them while comparing papers, appear to me to be practical and pertinent to the duties of the positions, and well calculated to determine the technical fitness of the applicants.

Yours very truly,

HENRY H. QUIMBY,

Chief Engineer.

However, the complete adaptability of the competitive principle has been demonstrated by our commission, not only in emergencies arising out of the sudden creation of a new department such as I have thus far described, but under all usual circumstances, and particularly in filling positions of a highly technical or administrative character.

In Philadelphia we have the position of "city architect." The incumbent is charged with planning and supervising the erection of all buildings undertaken by the city itself. The salary of the architect is \$4,000 per year. The position became vacant a short time ago and a

competitive examination was ordered by the civil service commission. From among some names submitted upon the commission's request by the Philadelphia chapter of the American institute of architects a board or jury of two members was selected by the commission to act in conjunction with its chief examiner. They planned the examination as follows:

Applicants were not assembled. Each architect submitted with his application a detailed statement of his "training and experience," together with plans, photographs and specifications of his best executed work, and a list of references. This material was passed upon by the board of examiners and all candidates found to be worth 70% were summoned to meet the examining board singly in an oral interview. This completed the examination.

It is manifest that it is necessary for the position of city architect to be filled by a man not only of great capacity but of excellent professional standing. It is also a fact that as a rule the better professional men are somewhat skeptical about entering competitive examinations. They are very jealous of their professional reputations. But we have to report that when the plan of this examination was announced 19 architects submitted their applications, their statements of "training and experience," and a bountiful supply of plans, specifications and photographs of their executed work. This material was gone over carefully by the examining board and 6 men were selected to enter the final competition which was the oral examination. Each one of the 6 was before the board of examiners for one-half hour or more, during which time many questions were put to him to test his judgment. The result was five eligibles, two of whom tied for first place. One of these, who was later appointed, is an architect of far more than local reputation, having built several important buildings for the Federal government, and is a member of one of a well known firm of architects in the city of Philadelphia. The other is an architect who drew the plans for the great terminal of the Chicago and Northwestern Railroad at Chicago.

As a result of this examination the city has a most capable architect, and it has again been demonstrated that the merit system of examinations will rise to meet the occasion when properly administered.

Let me give you another illustration. The bureau of health was in need of a diagnostician and consultant. This is the physician who is called in by the bureau of health as an authority when a dispute arises between the family physician and the regular physicians of the bureau. His principal value, therefore, lies in his professional standing. Such men are not going to compete in the ordinary civil service examinations, and the head of the department of public health and charities therefore asked the civil service commission to exempt the position. We refused to do so because we believed in the adaptability of the merit system to almost any occasion. An open competitive examination was ordered. Notices were sent out asking simply for a detailed statement of the "training and experience" of the applicant, together with copies of any addresses, books or pamphlets or essays that he had written, also a list of professional references. Responses were received from 13 physicians. These papers were submitted to a board composed of two well known local physicians. After considering the statements of training and experience, the written articles and pamphlets submitted, and the references, this board placed three of them upon the eligible list. At the head of the list stood the professor of dermatology in the University of Pennsylvania, perhaps the best authority on contagious diseases in that community, and he was appointed. Thus again was demonstrated the fact that the competitive principle can be applied to filling the most difficult positions.

The limited time prevents me from describing many other types of examinations, but I shall at the conclusion of this paper provide you with photographs showing you how our commission examines dentists, bacteriologists, stenographers and skilled laborers of various types.

Our commission feels very sincerely that it has

demonstrated to the satisfaction of the fair-minded people in our city that the merit system in the civil service is adaptable to the greatest emergencies, and is conducive to the expeditious filling of positions with competent employees. In particular we assert that had it not been for the machinery of the civil service commission the pathway of the director of the new department of city transit would have been beset with grave difficulties in the matter of overcoming influences of divers kinds in securing competent and faithful employees.

The merit system has gone beyond the experimental stage in its application to higher positions involving either expert knowledge or administrative capacity. It is not a question as to whether expert or administrative officers should be chosen by other means than competitive examinations, but it is rather a matter of devising the intelligent adaptation of the method of examination to the position to be filled.

No method of examination is sacred be it ever so old. There is more in the method of the examination than in its substance, for the method determines largely the character of the man who will compete. This leads me to say that one of the reasons that has delayed the wide acceptance of the merit system as the best means of choosing experts and administrative officers is the lack of expert assistants on the staffs of the commissions. No corporation would undertake to build a bridge without the services of the best expert engineer obtainable, nor should any civil service commission undertake to apply the civil service system until it has first obtained the best expert civil service examiner obtainable. Indeed we require expert services in most of the walks of life, but few persons have recognized its need on the staff of a civil service commission. I am happy to say that our Commission has recognized this need from the out-set, and as a result of a most thorough and searching examination, conducted by Robert D. Jenks, Esq., Chairman of Council, National Civil Service Reform League, Mr. Elliot H. Goodwin, the League's former Secretary, and Mr. George R.

Wales, Chief Examiner of the United States Civil Service Commission, it obtained for its chief examiner a trained civil service expert, Mr. Arthur M. Swanson, whose experience and intelligent adaptation of the methods of examinations to the positions to be filled has brought to our commission a large measure of success.

In closing I trust you will pardon my referring again to the letter written by the chief engineer of the department of city transit to the chief examiner of our commission. This letter demonstrates, possibly better than anything I have said, the effectiveness of choosing municipal experts through competitive examinations provided the examinations are under the supervision of an expert civil service examiner.

How the Selection and Retention of Experts Resulted in Taking Contracts out of Politics in Philadelphia.

LIEUT. JAMES REED, ASSISTANT DIRECTOR, DEPT. OF PUBLIC
WORKS, PHILADELPHIA

In discussing this subject, let us first consider how contracts come under political control, the results both as regards the work itself and the general effect upon the municipality, how the selection of experts has been carried out, and what the direct effect has been in overcoming the evils which unquestionably arise wherever politics and municipal contracts are too closely affiliated.

HOW CONTRACTS COME UNDER POLITICAL CONTROL

Every municipal contract is the result of a municipal need, which may be real or stimulated. An improvement is proposed by some citizen, newspaper article, official, or city department, either to benefit a certain section of the community specifically and the rest of the city indirectly (but sufficiently to warrant the expenditure of city funds), or else as a broad, general improvement to enhance the interests of the entire community. This refers, of course, to a *proper* improvement. Under political control the initiation of improvements, however valuable they are or may be made to appear, is always open to suspicion, and frequently to just and severe criticism.

For illustration—it is suggested to build a boulevard. This may constitute a proper, much needed and desirable improvement, but under political control we are not surprised to find that various members of the municipal legislative body and other officials have secured control of certain properties which will be materially benefited by the building of such a thoroughfare. Not only will these properties be benefited by the appreciation of land values

along the line of the proposed improvement, but also by excessive damage awards. There is a certain grim humor in this procedure, which Philadelphia has witnessed at various times, the point being that a man is paid damages by the city because a boulevard is so planned as to traverse his property, although the latter is immediately enhanced many fold in value because of its location on the line of the proposed boulevard.

Now as to the methods pursued in letting the actual contract for the construction in the particular case which I have in mind—these are a matter of record. In this instance award was made upon specifications which in no way protected the interests of the city and after an advertisement of less than *three lines*, hidden in the body of a notice of proposals for various services and supplies for the department which was to have cognizance of the boulevard work. (According to law such a notice must appear in at least three newspapers of the city, one a German paper.) The two American papers selected had no circulation of any consequence and this advertisement was printed in a most obscure location in each paper; the legal requirement of advertising for ten days was met by making the first insertion on a certain *Friday* so that the ten day period included two Saturdays, two Sundays and one legal holiday.

At this point I cannot too forcibly emphasize the fact that proper engineering control of such matters will always result in proper publicity which tends to produce competitive bidding and next to the preparation of proper specifications, properly enforced, this is the most important benefit resulting from the employment of experts. Consider, then, this contract of over one million dollars, advertised in this manner, awarded on insufficient plans, vague, joker-filled specifications, drawn by incompetents, and you have a perfect example of the abuse of contract work under political control.

I might mention here another phase of this subject. Under contractor control, certain stringent clauses would be placed in a specification, which, if rigidly enforced by hostile inspection, would surely put out of business any firm, however honest, that was successful in obtaining

the contract, such firm having dared to enter the field in opposition to the political contractor interests. Award of a contract to the latter interests, of course, meant that these clauses would not be strictly interpreted, and therein lies the difficulty in obtaining fair, open competition on specifications that may appear proper in themselves but are to be enforced by those under the political peonage of the contractors in power.

There is nothing so distasteful to a political contractor as wide publicity on all proposed improvements and all other work incident thereto, careful, just engineering supervision of the preparation of the specifications, the contract letting and the actual carrying out of the work. He has no weapons with which to combat this method of handling public work. His system requires that the departmental officials, from the top to the lowliest inspector, shall be under his political domination, that is—their positions must be dependent upon *his* good-will, the practical result being that in a city where political contractor control is supreme, *he* initiates the improvements he desires, passes the legislation authorizing them and appropriating the money, appoints the officials who draw the plans and specifications, who let the contracts and supervise the construction work and certify to the payments.

As a practical example, imagine a great municipal department, employing 1,600 or 1,700 men and having cognizance of all pavements, roadways, street cleaning, garbage, bridges and sewers, and picture this bureau having in its organization but one engineer and he holding a subordinate position, with an immediate superior who was an iron worker by trade! As a result of such a condition is it to be wondered that pavements were laid without foundation; of improper materials; specifications were either absurdly strict and never enforced, or else extremely lacking in essential provisions to insure proper materials and workmanship? Imagine assistant commissioners who could scarcely write their names, placed (as a reward for political services only), in charge of great districts of the city. Consider the whole force organized into a political army, the sole requirements

for appointment and preferment being the value of the political services rendered to the contractor bosses. It is not at all difficult to imagine how the interests of the public were protected.

Having in mind the above conditions, which have actually existed (and covering which detail proof is available in abundance if desired), let us contrast them with what happens under proper engineering control.

SELECTION OF EXPERTS AND ENGINEERING CONTROL

In the selection of experts for the various executive positions, an attempt was made to secure the best men available, without regard to residence, politics, or religion, the sole qualification being engineering ability as demonstrated by work accomplished, and high character as assured by recommendations from official superiors of the highest standing, who were in position to judge thoroughly the men under consideration. These selected experts then in turn utilized much the same method in choosing their subordinates and in every case where engineering work was concerned, efficient engineers were appointed to replace the *political* appointees found in office.

In this connection an especial campaign among the surrounding colleges was inaugurated, personal visits were made, lectures were delivered and printed matter sent out in an effort to overcome the existing prejudice against the municipal service as a field for the engineering and other graduates. This was a real prejudice, founded as it was upon years of observation of the utter uselessness of entering the Philadelphia municipal service with an idea that promotion up to the highest positions would follow as a result of merit alone, without political activity or influence.

The fruits of this work were immediately evident, for recent graduates were induced to take many of the lower positions in the municipal service with an idea of perfecting themselves for promotion up through the various grades in the same manner that this policy is carried out in the largest business corporations. This in itself serves

not only to build up a fine force with high esprit de corps, but to break up the practice of considering everything except ability and integrity, when questions of personnel are under consideration.

Now thorough reorganization work is slow, and in many cases men had to be trained in the various positions they were to fill under the new scheme, organization charts made up which would show definitely lines of authority and responsibility, duties assigned where none had been performed before, or where the need for them under the old order of things had never been made evident. With the laying out of duties went that most important one: overhauling of specifications and contracts and a general checking up of existing records and providing for proper future records. If there is one thing political control is noted for it is the absence of clear, detailed, reliable records of all transactions.

With capable engineers assigned to handle the various divisions of work under the reorganized system of procedure, careful surveys were made of methods of performing the work under each division with a view to improving these methods wherever possible. The beneficial results of this analytical study on specifications, methods, etc., were most largely shown in the changes put into effect in the handling of the new work. There were discovered also many old contracts upon which work had not been started; these were ordered ahead or canceled, unexpended balances were checked up, put under contract, or transferred to active items, and new work was undertaken upon a definite, systematic engineering basis, with a view to securing the maximum benefit to the whole municipality, with the available funds. For example—one of the first studies was to determine the main routes of travel between the suburbs and the city and to place these main arteries in good condition. Meanwhile the principal business thoroughfares, the minor routes, residence streets, etc., were each considered in order and the work laid out upon a definite well-ordered plan.

Bridges are not now built which lead nowhere, and were only constructed to favor the owners of certain

inaccessible properties, as has been done. A \$600,000 draw-bridge was built across the Schuylkill at least ten years in advance of any civic need, leading to a swamp owned by a political contractor. No traffic has passed over this bridge since its construction except the dump-carts and cars of this contractor, who has the street cleaning and ash collecting contracts for the adjacent district. In other words, this bridge gives him an easily accessible dump at no expense. This sort of misuse of public funds for private gain cannot occur under non-political engineering administration.

While the employment of engineering experts in the highest executive positions has unquestionably resulted in great benefit, the importance must not be underestimated of the application of the same principles to the problems of filling the minor positions in order that we may have a constantly growing force of trained experts available for promotion to the higher positions. This will go a long way toward the retention of trained men. A great deal cannot be accomplished where the status of engineering experts may be regarded as temporary. This emphasizes the importance of a permanent engineering staff, with a steady flow of promotion available for the young recruits who are induced to enter in the subordinate positions because of the chance for advancement. In other words, the mere selection of experts, without taking the necessary steps to secure their *retention*, will not make possible the attainment of the great benefits that are due to a thorough application of the policy as announced in the title of this paper.

Discussion on the Selection of Higher Municipal Officers

Clinton Rogers Woodruff, Secretary National Municipal League:

I think we must all agree that we have had a session of unusual value and suggestiveness, and I find myself embarrassed in opening the discussion because of the weighty material presented and the very important points that have been raised.

I think we will also agree that it is a matter of real significance that we have had a session of this character, that there has been such substantial unanimity with regard to these questions.

We want not only capable men, we want not only men who have the necessary scientific training, but we want men who are able to get along with their fellows and with their subordinates and to produce results. And in addition to all that, we want men who are surcharged with a profound sense of civic duty. We know from our experience that a man may be expert and not necessarily surcharged with civic community spirit.

Lieut. Reed, whose paper we have just listened to, is a striking illustration of a combination of all these qualities. I have in mind an illustration that enforces the point. A distinguished engineering expert some time ago was approached by the vice-president of an important corporation in one of the middle western cities. It appears that that particular city through its council had retained Professor Edward W. Bemis to make a report upon the public utility which was then receiving a maximum amount of attention at the hands of the public. The corporation felt that it would have to do something to offset the effect of Professor Bemis' possible criticism of the public utility as a result of his expert examination. It therefore armed the vice-president with large powers and with a check for \$5,000 as a retainer. He went to see the engineer in New York, and asked him if he was open for the engagement. The engineer said he was

free to accept an appointment. The vice-president said: "We want to retain you. I have here a check, which if it is not sufficient will be made sufficient, and we want you thoroughly to examine the situation." The engineer said: "I will be very glad to accept upon one condition, and that is that you will agree to make public the report that I give to you." The vice-president said: "That is beyond the scope of my instructions. I shall have to report again to my board of directors." The expert in question was not retained.

Now, that man showed a very keen sense of his responsibility to the community. He had the well-developed community or civic sense. And it illustrates the qualification which must be present if we are going to have the most successful application of the principles which we are discussing today.

I might add that the Philadelphia Civil Service Commission, which is so adequately represented here today in the person of Mr. Van Dusen, makes an effort in its examinations to ascertain that very thing. If my memory serves me right, not long ago, in an examination for an eligible list for the office of district surveyor,—the office of district surveyor having to do with the laying out of lots in new sections of the city,—applicants were asked this question, or a question substantially to this effect: "If you knew that the developments of the city were going to be in certain directions in your district, and if you had personal friends who were interested in land there, and they were to ask you about those developments, what would your answer be?" I wish we might have the replies to that question. It was designed to bring out the point of view of the applicants for that position; it was designed to test whether those men's sense of loyalty toward the community was well developed, or whether they were still in the archaic position of holding a loyalty to the smaller group or to the individual rather than to the larger group—the community.

I brought with me the Bulletin of the City Club of New York for April, 1913, which is one of the most illuminating documents of its kind that I recall having received for a long time. The City Club of New York

holds from time to time luncheons and dinners, at which public questions are discussed, and at which public officials are given an opportunity to present their policies. In April the Club gave a dinner to the experts in the service of the city of New York, and this bulletin contains a list of those experts and a record of their history, and it amplifies and corroborates the experience which Mr. Van Dusen has just described—if further corroboration were required.

Running over a few of these names, I find that :

“Edmund Beardsley, chief clerk and auditor of the department of water supply, gas and electricity for many years; a conspicuous example of an honest and faithful civil service employee; always willing to tell comptrollers and budget commissions of actual conditions in his department.

“Dr. Walter Bensel, sanitary superintendent during two successive administrations of the health department; the energizing force in the field work of the city's health service; so energetic and efficient in exercising the summary powers of the department during the street cleaning strike a few years ago, that he had upon his hands the fight of his life to keep from being made first street cleaning commissioner and then police commissioner.

“Dr. Hermann M. Biggs, known through the United States, and much of Europe, as among the foremost in the prevention of communicable diseases, and in the development and preparation of anti-toxin; instrumental in establishing the first research laboratory which has manufactured anti-toxin for many other American cities; whose services have been from time to time loaned to other cities threatened with epidemics; unselfishly content to devote his abilities in large part to the public service, instead of in seeking exclusively the rich emoluments of an assured private practice.

“Dr. John S. Billings, director of the public library of New York; brevetted for faithful and meritorious service during the Civil War; for many years in the medical service of the United States army; prepared the vital statistics of both the 10th and 11th censuses; professor of hygiene in the University of Pennsylvania; and since 1896

director of the great public library system of New York City.

"Dr. John S. Billings, Jr., distinguished son of a distinguished father; the ally and partner in those distinguished services in the promotion of the public health referred to in addressing Dr. Biggs.

"Gen. Theodore A. Bingham, policeman, engineer, soldier; able not only to put the fear of God into the police force for several years, but apparently equally able to do the same thing to contractors; gifted in solving the engineering problems of the department of bridges.

"Edward F. Boyle, chief examiner in the office of the president of the board of aldermen; deserving of special honor for not permitting his position as a political leader to interfere with the character of his public service; exceptionally efficient.

"Theodore Connolly, whose sole client for over thirty years has been the city; much of that time in charge of the appellate work of the corporation counsel, and profoundly respected by every member of the bar.

"John T. Fetherston, assistant engineer, acting superintendent, Borough of Richmond, one of the chief authorities in the United States on the subject of the disposal of refuse; unsuccessfully sought by the city of Chicago for similar work."

And then so on through a list of some thirty-five or thirty-eight, including men like Dr. Daniel D. Jackson, described as "sentinel of the public health; engaged daily, in the quiet of a little building at the Prospect Park reservoir, in examining samples taken from every source of New York's water supply, closing and treating antiseptically every spot showing the slightest trace of infection; undoubtedly the savior of thousands of lives every year." And so I might go on.

This shows that it is possible for great communities (and for smaller ones, for that matter,—because there is abundant evidence to the same effect) to secure and retain in its service men of distinguished ability who are willing and ready to serve the public in these expert capacities.

I think that one of the most practical things that the

National Civil Service Reform League could possibly do during the next three or four years would be to consider, as it has in the past, how to select these men. We have had an illustration this afternoon of how they are selected in the city of Philadelphia, and how successful the methods there employed have been.

If it is true, as Mr. Gilbertson would seem to indicate in his paper,—and I concur in his judgment,—that the city manager-commission plan is going to develop with very great rapidity during the next decade of years, then there will be need for the training of men who are able not only to manage bureaus such as have been referred to this afternoon, but to manage the city as a whole.

Now, just a word or two more in the way of some information which I think will be in the nature of additional encouragement to that which we have already received this afternoon: First, The fact that there is a growing consciousness, not only on the part of the people of the United States in unofficial life, of the selection and retention of experts in municipal affairs, but a growing consciousness on the part of the officials themselves that they need to be better trained and more expert in the administration of their offices.

In the past ten years, to be more exact, there have been organized in a little over 25% of the states leagues of municipalities, made up of the representatives of the various cities, who come together in some instances, as in the case of Wisconsin, twice a year, to exchange experiences, in order that they may more efficiently manage the affairs of the city. That is important, and that is suggestive. But a still more important and suggestive development has been the fact that within the past two or three years these leagues of municipalities, made up of municipal officials, mostly municipal officials elected by the people, have selected as their secretaries professors or instructors in universities, and within the month the League of Texas municipalities has been formed, and has put in its constitution that the director of municipal research in the University of Texas shall *ex-officio* be director of the League of Texas municipalities.—showing that there is this growing desire on the part of those who

are called upon to administer the affairs of our communities, large and small, to avail themselves of the best service available.

Another encouraging item is the fact that on the Pacific Coast, where perhaps the municipal officials have achieved, generally speaking, as high if not a higher state of efficiency than perhaps in any other one section of the country, the League of California municipalities is working in conjunction with men in the University of California to establish in the University of California a training school for municipal officials,—to provide the men who will take the examinations that have been described here this afternoon, and to work out if possible some regular routine by which men who want to devote themselves to public service may proceed through the universities, equipping themselves there for the public service.

There is one other point which I should like to touch upon before I sit down, brought out by my consultation with Lieutenant Reed during the preparation of his paper. Mr. Reed, I might say, is a naval officer, connected with the engineer corps of the navy, and was loaned by the Federal Government, first for a year, and I think subsequently for eighteen months altogether, to the city of Philadelphia, that he might assist Director Cooke in the reorganization of the department of public works in the city of Philadelphia. I asked Mr. Reed this: "How is it that the members of the engineer corps of the navy and of the army have so high a sense of their public duties and obligations that even though their compensation may be regarded as inadequate, from the modern point of view of recompense to those of scientific attainments, they give such fine service." He said it was due to the training that they received at Annapolis and West Point, where they were taught to regard the public service as the service to which they were to give their loyalty and their devotion. It is that which I believe our universities to an increasing degree are giving to the men who are passing through their courses preparing themselves for public service.

Just one other thought that came to my mind as I

mentioned Mr. Cooke's suggestion, and that is a practical one. Mr. Cooke suggests that what we need in order to get experts into our municipal life is what he calls a national supply of experts. And I am just giving his suggestion for further thought and consideration. It is this: That the great technical societies like the American Society of Civil Engineers, the American Society of Mechanical Engineers, and similar organizations, be requested to prepare, in such way as may seem to the most efficient, a list of experts in the various lines of engineering that could be utilized by the various cities as they have need of them. Director Cooke has expressed on more than one occasion the difficulty that he has had in getting men of the higher scientific attainments to go from place to place and take an examination for appointment to a position requiring scientific attainments. He said, however, he felt that if they could qualify themselves on some national eligible list that disinclination on the part of well-equipped men would be overcome, and that the cities would have an unfailing source of supply of the best equipped men along scientific lines.

I think we will all agree that the discussion by this body, and by similar organizations, of this question of the selection and retention of experts as a practical question, and of these various movements to which I have all too briefly referred, constitutes a note of progress, and one of very great encouragement.

Richard Henry Dana, of Cambridge:

In order to secure permanency of tenure for the city manager, one of the simplest ways is so to arrange it that the manager's successor cannot be chosen except through some such method as they have been using in selecting municipal experts for Philadelphia; that is, by open competition. Then there will be removed the temptation to put one man out for the purpose of giving a job to somebody else, either for the benefit of the salary to him or because he is subservient to the city authorities and will award the contracts to those contractors who have political influence. In Berlin and in other German cities they secure permanency by means

of long contracts, with retiring pensions. That is one way of getting at it, and that would very likely succeed perfectly well if tried here. But, to return to the other way, wherever in the public service, even where we appoint for short terms, as was once the case with the police of Boston, as long as the successors could only be appointed by competition it secured permanency. However, even should the German plan of long contracts be adopted in this country, there would still remain the question of how we could select the manager free from political influence and with whom to make the contract.

Some years ago, when we first brought up this subject of the employment of municipal experts, Professors Sedgwick and Swain of the Institute of Technology said that they had young men in that institution and recent graduates who had been trained in the subjects connected with municipal administration, but that they always advised the young men not to take municipal employment under present conditions, because they are so corrupt and so unfair upon an honest man, and no matter how well he may try to do his part of the work he must obey the orders of persons over him who will compel him to do things which no self-respecting man would wish to do. But both these gentlemen said that if there was such a system of open competition based on investigation of careers as we have been urging, and such as has been established in Philadelphia, on the contrary they would encourage their young men to go into such service. And, further, I believe that an educated young American has within him the instinct for public service, and if he gets his position by open competition and is not subject to political pressure, that instinct he develops in practice.

I happen to know somebody who had been a good deal in the West and had met some of those employees of the United States Government in the Forestry Division who had obtained their positions by competitive examination, and he was struck by the amount of energy that they devoted to public work, when they could get higher compensation in business life, just because they desired to serve their country.

ORGANIZATION

OF THE

National Civil Service Reform League.

CONSTITUTION

[REVISED DECEMBER 13, 1900.]

ARTICLE I.

The name of this organization shall be the National Civil Service Reform League.

ARTICLE II.

The object of the Civil Service Reform League shall be to promote the purposes and to facilitate the correspondence and united action of the Civil Service Reform Associations, and generally to advance the cause of civil service reform in the United States.

ARTICLE III.

The League shall consist of all the Civil Service Reform Associations in the United States which signify their willingness to become members thereof. Any such Association hereafter expressing such willingness shall become a member of the League upon its being accepted as such by the League or the Council. Any member of any such Association, and any individual specially invited by the Council, may be present at any meeting of the League and take part in the debates or discussions subject to such restrictions, if any, as the By-Laws may prescribe. The Council may in its discretion invite representatives of any other society or organization to take part in any designated meeting of the League.

The Council may also admit, in such manner as it may prescribe, associate and sustaining members of the League. The annual dues for associate members shall

be five dollars and for sustaining members twenty-five dollars. Associate and sustaining members shall have the same status at the meetings of the League as the members of a Civil Service Reform Association.

ARTICLE IV.

At any meeting of the League all questions shall be decided by a majority vote of the individuals present and entitled to take part in the proceedings, unless a majority of the representatives of any Association shall demand a vote by Associations, in which case each Association represented shall be entitled to one vote, which vote shall be cast by the delegates from such Association present at such meeting or by a majority of them.

ARTICLE V.

The officers of the League shall be a President, a Secretary, and an Assistant-Secretary, and a Treasurer, who shall discharge the usual duties of such officers, and not less than ten Vice-Presidents; and there shall be a Council, to be constituted as hereinafter provided. The said officers and Council shall hold office until their respective successors are chosen.

ARTICLE VI.

The President and Vice-Presidents shall be elected by ballot at the annual meeting of the League.

The Secretary, Assistant-Secretary and Treasurer shall be chosen, and may be removed by the Council.

The Council shall be elected by the League at the annual meeting, and shall consist of at least thirty members, of whom there shall be at least one member from each Association belonging to the League. Ten members of the Council shall be a quorum.

The officers of the League, except the Vice-Presidents, shall be *ex-officio* members of the Council, and either the League or the Council itself may from time to time elect additional members to hold office until the annual meeting next following. Any member of the Council may act by proxy.

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